

Evaluating the effectiveness of the implementation process of the inclusive education policy in two schools in the Kavango East Region in Namibia

By

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Declaration

By submitting this thesis in an electronic form, I, Regina Nangura Hausiku, declare that this is my own work. The sources used in this study have been acknowledged and referenced. This study has never been submitted to any other university for academic examination.

Regina Nangura Hausiku

----- December 2017 -----

Date

Dedication

My thesis is dedicated to my girl Monica Mayinga Kahare who arrived the same year I was completing my studies. She gave me the reason to push forward and to put more effort into my work. She is an inspiration because of her smiles and beauty which gave me strength and peace to finalise my studies. May God protect her and keep her safe always. I also dedicate this thesis to my mother Eveline Hausiku who encouraged me to study and took care of my daughter Golden whenever I was not around. She is the best mom in the world.

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I would like to thank God for the wisdom, strength, knowledge, guidance and protection rendered to me throughout my journey. He continuously takes care of me and makes my achievements possible.

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I also want to thank my aunt Martha Karumbu who kept on checking on me and my progress – you are the best aunt.

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Abstract

The schools in the Kavango East Region of Namibia are faced with challenges to comply with the inclusive education policy of (2013) because of the limited resources which are not equally distributed across all schools. The physical environments of the schools which were studied do not support some cases of learners with learning barriers and disabilities, e.g. learners with speech problems, learners with spelling problems, slow learners, learners in wheelchairs and blind learners, which make it difficult for schools to comply with some guidelines stated in the policy. The Namibian government has embarked on a journey to address the inequalities in the education system. The government replaced the former education system with a unified one to promote equality, justice, democratic participation and human dignity (Ministry of basic education and culture, 1992:24). Article 20 of the Namibian Constitution ensures that all children will have the right to education and that primary education is compulsory and free.

There was a need to investigate the inclusive education policy which is currently being implemented as an intervention which addresses the issue of inequality in the education system. The purpose of the study was to evaluate the policy for inclusive education in two schools of the Kavango East Region to determine if it is being implemented effectively. The study aimed at answering the following question: How effective is the implementation process of the inclusive education policy in the selected schools in Namibia? The study adopted a qualitative approach using semi-structured interviews, document analysis and observation. The data was arranged into themes and reported on in narrative form.

The findings show that the policy is not effectively implemented in the schools due to lack of resources. Furthermore, training was not conducted to cater for all the policy users. Schools are experiencing human and physical resources as stumbling blocks when it comes to policy implementation. The study revealed that some implementers are not aware of what the policy wants to address because they did not read the policy. Therefore, the study recommends training for teachers and other stakeholders to create awareness and educate them on the aims and objectives of the policy for inclusive education. There is also a need to provide more teaching and learning resources to support the schools in Namibia.

Opsomming

Die skole in die Kavango-Oos Streek van Namibia word deur uitdagings in die gesig gestaar deur aan die inklusiewe onderwysbeleid van 2013 te voldoen weens die beperkte hulpbronne wat nie regverdig oor al die skole heen versprei word nie. Die fisiese omgewings van die skole wat ondersoek is, ondersteun nie party gevalle van leerders met leerhindernisse en -gebrekke, bv. leerders met spraakprobleme, leerders met spelprobleme, stadige leerders, leerders in rystoele en blinde leerders, wat dit moeilik maak vir skole om aan sommige riglyne in die beleid te voldoen nie. Die Namibiese regering het 'n reis onderneem om die ongelykhede in die onderwysstelsel aan te spreek. Die regering het die vorige onderwysstelsel met 'n gelykvormige een vervang om gelykheid, geregtigheid, demokratiese deelname en menswaardigheid te bevorder. Artikel 20 van die Namibiese Grondwet verseker dat alle persone die reg tot onderwys het en dat primêre onderwys verpligtend en verniet is.

Daar was 'n behoefte om die sukses van die huidige inklusiewe onderwysbeleid, as 'n intervensie wat die kwessie van ongelykheid in die onderwysstelsel aanspreek, te ondersoek. Die doel van die studie was om die beleid met betrekking tot inklusiewe onderwys in twee skole van die Kavango-Oos Streek te evalueer en te bepaal of dit effektief geïmplementeer word. Die studie het gepoog om die volgende vraag te beantwoord: Hoe effektief is die implementeringsproses van die inklusiewe onderwysstelsel in die geselekteerde skole in Namibië? Die studie het die kwalitatiewe benadering benut deur semi-gestruktureerde onderhoude, dokumentanalise en observasie aan te wend. Die data is in temas rangskik en in narratiewe vorm oor verslag gedoen.

Die bevindinge toon dat die beleid nie effektief geïmplementeer word in die skole nie weens 'n tekort aan hulpbronne. Verder, met inagnome van al die beleidsgebruikers, is opleiding nie verskaf nie. Skole ondervind menslike en fisiese hulpbronne as struikelblokke wanneer dit by beleidimplementering kom. Die studie het getoon dat sommige implementeerders nie bewus is van wat die beleid wil aanspreek nie omdat hulle nie die beleid gelees het nie. Vervolgens beveel die studie opleiding aan vir onderwysers en ander belanghebbendes om bewustheid te bewerkstellig en om hulle te onderrig jeens die doelstellings en doelwitte van die beleid vir inklusiewe onderwys. Daar is ook 'n behoefte om meer onderrig- en leerhulpbronne te voorsien om skole in Namibië te ondersteun.

Definitions of the key concepts

Inclusive education is the process of responding to diversity and the needs of learners by increasing participation in different systems that they are attached to such schools, communities and eliminate exclusion in the education system (UNESCO, 2008). In this study, inclusion will mean allowing all learners to participate fully in the school education system and giving them the learning support that they will need in order to maximise their potential.

Disability is the limitation of a learner to participate in the normal activities at equal level with other learners due to impairment (Ministry of Education, 2013:vii). Zulch-Knouwds, (2010:7) defined disability in the context of health experience as “any restriction or lack (resulting from an impairment) of ability to perform an activity in the manner or within the range considered normal for a human being.”

Vulnerable in this context describes a learner who is in need of care and learning support to learn better (MoE: 2013: VII).

Learning support in this context is when teachers apply different teaching strategies and methods to accommodate all the learning needs of all learners (MoE, 2013: vii). This can only be done when a teacher have identified learners’ needs.

Policy effectiveness means to measure the extent to which policy implementers comply with the policy content. A policy is a plan with objectives that government uses to respond to a society problem.

Differentiation in learning is when “using a variety of teaching methods and activities to meet the teaching / learning objective” (MoE: 2013: vi).

Accommodation refers to “changes and adjustments made when assessing a learner or special concessions given to a learner when he/she is writing an examination, without necessarily changing the exam content” (MoE, 2013:vii).

Special education is the education offered to learners in a special setting to address the learning barrier (MoE, 2013: vii). Learners in special schools are placed there in order to deal with or correct their barrier so that they are able to fit in the mainstream (MoE, 2013: vii).

Mainstreaming is the selective placement of special education learners in regular schools. This is done by moving learners who were placed in special schools after it is observed that their barrier has been cured and it is recommended that they return to regular schools (MoE, 2013:vii).

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Chapter 1: Context and rationale for the study

1.1 Education system before independence in Namibia

Namibia was a colony of Germany called German South-West Africa from 1884 to 1915. During this time, under German rule, education was racially segregated with schooling which was compulsory for white children while black children were left with the missionaries. The German system was based on discrimination against and inequality among black communities. The system consisted of unequal funding for black and white schools. It is recorded that towards the end of German colonisation in 1915, 115 missionary schools which catered for black children enrolled only 5490 learners of the 180 000 black population (Dahlstrom, 2002:100).

Post World War I, in 1920, South Africa, a member of the British Commonwealth, was given the task by the League of Nations to take responsibility for the administration of Namibia. Segregation of schooling in Namibia continued under South African occupation due to segregationist policies in South Africa at the time. After South Africa became a republic, the United Nations requested that Namibia be granted independence but South Africa did not adhere to the request and Namibia remained part of the South African hegemony until 1989 when it became an independent state (Dahlstrom, 2002:101). During this period of South African colonisation, the South African Bantu Education System perpetuated inequality in Namibia with inferior education for black people as quality education was a priority for whites only (Ipinge, 2001:2). In addition, only two schools were built in Namibia for black people and these were located in the central and northern parts of the country, which meant that the areas where the majority of blacks resided were left out (Katjavavi, 1990:27).

Due to interventions, in 1945, the League of Nations had to adopt a universal declaration of human rights, whereas in the field of education a declaration proclaimed the right to education for every citizen including those with disabilities. The same right was included in the Constitution of Namibia to regulate the education system with regard to rights of all people and those living with disabilities. Segregation affected both normal learners and disabled learners. Kisanji (1995:25) states that in almost all African countries children who were excluded from formal education and those who went to school could not complete. This was especially true for the disabled learners. The disabled learners were deliberately pushed out by the system because the schools could not accommodate their learning barriers and those who were admitted in special schools were allocated according to their abilities. Engelbrecht & Green (2007:14) explains that education of special learners to special schools was limited due to limited space to accommodate them.

By the 1960s, some religious organisations embarked on building special schools and even homes to accommodate children and adults with disabilities (Johnsen & Skjørten, 2000:24). The quality of life of the disabled was limited because they could not interact sufficiently with other people in society and could not participate fully in their community. Internationally, human rights organisations began to complain about the situation of segregation, especially the isolation of people with disabilities from their family members (Cushner, McClelland and Safford, 1996:162).

International activists introduced the term normalisation, which emphasises allowing children with disabilities to be educated in regular classrooms with their peers who were regarded as normal or

able (Cushner *et al.*, 1996:162). Cushner *et al.* (1996:161) define normalisation as “Making available to all persons with normal retardation patterns of life and conditions of everyday living which are as close as possible to regular circumstances and ways of life of society.”

After Namibia gained independence in 1990, the Ministry of Basic Education and Culture undertook a comprehensive education reform which was aimed at promoting access, equity, quality, democracy and lifelong learning as ways of investing in human capital (Ministry of Basic Education and Culture, 2004:4). In order to address problems related to disabilities and learning disorders in schools and communities, the Ministry was committed to embark on substantial initiatives to address the needs of young people with special needs.

Different policies were endorsed in order to address societal problems and in 1994 the Namibian government participated in signing the Salamanca Statement, which stipulates principles and practices for special education that support diversity in inclusive education (UNESCO, 1994). Other policies include the national policy on education for all (EFA), national early childhood development policy, national gender policy, policy on teenage pregnancy, HIV/AIDS policy, policy on children with disabilities and inclusive education policy (MINISTRY OF BASIC EDUCATION AND CULTURE, 2004:10).

Even though policies were developed, there are still challenges in “ensuring co-ordination of efforts towards their wide dissemination and implementation by all the stakeholders” (MINISTRY OF BASIC EDUCATION AND CULTURE, 2004:10). Policies were initially developed to respond to the 21st-century challenges in the education system, including discrimination, race, learning disorders, vulnerability and bullying. So that these learning barriers and impairments do not lead to segregation but rather ensure that all learners have the same rights in the community or schools despite their differences. Inclusion has been used in different contexts and it is very complex. Therefore, it could mean different things for different people. In Namibia, inclusion has been limited to only emphasise education offered to children with special needs and to assimilate them in the mainstream setting.

1.2 Current education system in Namibia

The legislation during apartheid that promoted segregation affected the Namibian people in terms of literacy, skills and inequalities in terms of employment. Those who did not receive education were left illiterate which affects them not to join the current job market due to their lack of skills to do what is required.

After independence, the Namibian government embarked on a journey to address the inequalities in the education system. The government replaced the former education system with a unified one to promote equality, justice, democratic participation and human dignity (MINISTRY OF BASIC EDUCATION AND CULTURE, 1992:24). Article 20 of the Namibian Constitution ensures that all persons have the right to education and that primary education is compulsory and free. No child is allowed to drop out of school before reaching the age of 16. The education policy “Towards education for all” was established and is implemented to ensure access, quality, equality and democratic participation to all Namibian children (MINISTRY OF BASIC EDUCATION AND CULTURE, 1992:24). The use of Afrikaans as a medium of instruction was abolished and English

was made the official language and medium of instruction for all citizens from grade four to tertiary level.

The primary education is structured in such a way that the junior primary phase consists of grades 1 to 4 and children who are seven years old should start grade 1. In the junior primary phase, mother tongue is used as medium of instruction while English remains a subject. Grades 4 to 7 are part of the senior primary phase. Grade 4 becomes a transition year where English is used as a medium of instruction. Grade 8 to 10 is part of the junior phase while grade 11 to 12 is part of the senior phase.

Education has become a priority for the Namibian government. It is evident from the national budget allocation where government allocates 23% of its annual budget to education (SACMEQ, 2010:11). However, Namibia is still faced with challenges related to exclusion of some societies with regard to education. Research done by the MINISTRY OF BASIC EDUCATION AND CULTURE (2008:3) states that children who experience exclusion are those children affected by poverty, disability, learning difficulties, living circumstances, e.g. farms, and membership to an indigenous minority referred to as marginalised, e.g. the San and Himba Communities. School dropout, high class repetition and those walking long distances to access school are also excluded from the education system (Diego, 2015:24). Therefore, more should be done in order to resolve the identified problems in the education system in Namibia especially to reinforce the policies designed to respond to challenges with regard to inclusive education.

UNESCO (2008) further defines inclusive education as;

A process of addressing and responding to diversity of needs of all learners through increasing participation in learning, cultures and communities and reducing exclusion within and from education. It involves changes and modifications in content, approaches, structures and strategies, with a common vision which covers all children of appropriate age range and a conviction that it is the responsibility of the regular system to educate all children.

Though definitions for inclusive education vary across different contexts, policies being implemented could share the same values and objectives. Bevan-Brown (2009) in Haihambo, Hengary, Shilongo, and Murangi, 2010:13) states that inclusion should be understood in terms of people from different backgrounds and diversity having the same rights so that they are treated equally despite their skin colour, race, gender, socio-economic status, religion, culture and physical appearance. Inclusive education requires that children with special needs and those with learning difficulties are provided with learning opportunities in order to achieve their full potential and learning opportunities should be equivalent in the educational setting despite the difference that exists among children (UNICEF, 2012:7).

The National policy on disability encourages equal opportunities and full access to education regardless of differences. Zimba, Mowes and Naanda (2006:17) argues that even though the policy on disability commits itself to promote inclusion with learners living with disabilities, it still fails to explain clearly the legislative power, mandate on the conceptualisation of inclusive education, contextualisation and manner of implementation of the policy.

Furthermore, the Ministry of Education also launched its policy on inclusive education of 2013 and committed itself to pave a way for all children to participate fully in education (MoE, 2013:4). The policy recognises the need for educational support, which is offered across the board in all schools in Namibia. The policy strategises to ensure that integration of the policy takes place in other legal frameworks and other sectors. Furthermore, the policy is committed to raise awareness on the constitutional right to education, to support all institutions to develop human and instructional resources for all learners with learning difficulties and to expand the educational support services (MoE, 2013:4).

In order to implement this policy, resources should be availed especially when dealing with disabilities. Policies should be explained to equip the implementers with the necessary information. Cloete, Wissink, and De Coning (2006:145) argue that there are pros and cons in policy implementation. There is a need to follow the right procedures to comply with the process of design, the policy implementation process and the evaluation process. It is very important for the policymakers to ask questions such as: “Who will be involved in the design?”, “Who are the implementers?”, “What is the reason why they should be involved?” and “In which ways will they involve the participants?” These questions will help policymakers to understand different stakeholders who will be involved in the policy implementation process.

The inclusive education policy applies to all schools in Namibia, both private and public (MoE, 2013:7). This means that the policy serves as a guide to all schools in Namibia with regard to learner support. The policy clearly indicates that it is a requirement for all schools to educate learners by developing methods that respond to individuals’ differences. It is a requirement that schools should not deliberately isolate learners due to learning barriers, age and race or due to health conditions (MoE:2013:8).

The intention of the inclusive education policy is to strengthen training for all stakeholders with regard to inclusive education so that no one is left out, to monitor the implementation process of the policy and to review the basic education curriculum in order to reflect the diversity of learning needs for all learners (MoE, 2013:4). The Ministry of Education is committed to ensure that all learners, regardless of their impairment, are mainstreamed in regular schools so that they learn with their peers (MoE, 2013:6). Therefore, it is the responsibility of every parent to send children to any school of their choice in order to be educated with their peers, though there are severe cases of disability where learners are still sent to private special schools to be educated with other learners considered to face severe problems as well. However, some parents in rural setups lack information and end up not sending their children with disabilities to schools. The considerable distances of those special schools from their homes also contribute to this reality.

Even though there are strategies in place to implement the policy of inclusive education, there are still challenges faced by the implementers. It is observed that some schools transfer learners by removing them from boarding schools due to ill health so that they are transferred to be at nearby schools where their parents reside for support. Some learners are repeating grades because of learning disorders that are not identified. Instead, they are labelled as dull learners in some cases. This is a big challenge which implicates the policy’s intention. Bullying among learners is also issues observed as making other learners drop out of school. Zulch-Knouwds (2010:11) in his research based on inclusive policy reveals that challenges with regard to resources to be utilised for

learning support programmes referred to in the policy are not equitably distributed. In addition, there is a need to train teachers with regard to the policy.

The main aim of this study is to investigate if the inclusive education policy is being implemented effectively and the challenges that the participants face during the implementation process in the selected schools in the Kavango East Region. Policy implementation effectiveness entails that the policy guidelines should be followed in the correct order as stated in the policy.

Based on these challenges, there is a need to investigate if the policy implementation process was conducted correctly. This study is vital in this context because there are no studies done based on this topic in the Kavango East Region. The research will help the researcher identify challenges with regard to the policy implementation process faced by the implementers. The findings will help the researcher to act on the challenges encountered to make recommendations that will add value to the body of knowledge. The research is of interest to the researcher as a teacher because it will add value to the school where she is teaching.

The research site is the Kavango East Region which is located in the north-eastern part of Namibia. Two schools will be studied of which one is a public school in a rural setting and another school in an urban setting. The reason for choosing these schools is that they will help the researcher gain insight to strike a balance on what is happening in rural and urban settings.

1.3 Problem statement

The schools in the Kavango East Region in Namibia are faced with challenges to implement learning support programmes to comply with the policy because of the limited resources which are not equally distributed across all schools. The physical environments of the schools being studied do not support some cases of learners with learning barriers, e.g. learners with speech problems, learners with spelling problems, slow learners, learners in wheelchairs and blind learners, which make it difficult for schools to comply with some guidelines stated in the policy. In order for the schools to support learners, they need specialised knowledge that will help the teachers identify some cases of learning barriers that they can accommodate in their teaching. Haitembu (2014:3) argued in his thesis on inclusive education policy findings that;

Despite the presence of [the] inclusive education policy document and all effort[s] by the government of Namibia to include all learners in regular classrooms, there is limited evidence supporting the presence of inclusive education in some Namibian school[s] and it is not clear how regional management ensure the efficacy of inclusive education.

There are some cases in which learners are transferred to other schools due to learning barriers. In some cases, some schools do not have school counsellors who are well trained. There are a lot of factors that lead to the ineffectiveness of policy implementation process. It is against this background that it is important to investigate if the inclusive education policy is being implemented effectively and to investigate the challenges that the participants face during the implementation process in the selected schools in the Kavango East Region.

1.4 Research question

In order to address the problem discussed above, the study will answer the following question: How effective is the implementation process of inclusive education policy in the selected schools in Namibia?

1.5 Research objectives

To answer the research question, the following objectives will have to be achieved:

- Use policy implementation approaches to analyse the current state of the inclusive education policy implementation process in the two schools of the Kavango East Region.
- Explain best practices for implementing inclusive education in relation to different theories.
- Explain how the inclusive education policy is being implemented in the selected schools.
- Explore the challenges that implementers encounter during the implementation process and establish the factors that contribute to the problems that implementers are faced with.
- Determine ways in which the problems can be overcome and explore different learning support programmes used in the schools.
- Make recommendations based on the literature review and the qualitative enquiry to improve inclusive education practices in the Kavango East Region of Namibia.

1.6 Research design and methodology

Mouton (1996:107) suggested that “research design helps to enable the researcher to anticipate what the approximate research decisions should be to maximise the validity of the eventual results.” This study was empirical because it involved the utilisation of primary and secondary data. The researcher collected new data by evaluating the implementation process of inclusive education policy in the identified schools in the Kavango West Region. Policy documents were studied to have insight of the policy strategies.

The study was also qualitative because it attempted to study human actions from the perspective of the social actors themselves (Mouton & Babbie, 2010:270). The advantage of this approach is that it helps the researcher gain in-depth understanding of what is being studied.

1.6.1 Sampling and sample size

A sampling of this study involved a group of teachers, school management and one senior education officer in the Kavango East Region who is involved in the special education programmes. Le Grange & Beets (2005:100) refers to purposive sampling “as an improvement on convenience sampling in that the researcher applies his/her experience and judgement to select cases which are representative or typical.” Purposive sampling will assist the researcher to select individuals that will be valuable to give information about the topic of study. Participants who were selected purposefully were interviewed.

1.7 Data collection instrument

1.7.1 Interviews

Data was collected through the use of qualitative interviews to interact with the participants to shed light on what was being researched. Le Grange & Beets (2005:124) explains that interviews can be semi-structured or structured. Semi-structured interviews were used to give the participants a chance to expand more on the topic (Hitchcock & Hughes, 1995:157).

1.7.2 Document analysis

The study mainly focused on policy matters, therefore there was a need to analyse the documents involved to understand what was expected to be implemented. Some documents are internal policies that support inclusion and learning support programme at the schools if they are in place. In this case, the inclusive education policy was analysed to gain better understanding of the guidelines and the strategies outlined on how the policy should be implemented.

1.7.3 Observation

Observation is a qualitative method that is used to enhance the data collected from interviews. It gave the researcher an opportunity to interact with the participants in order to obtain information about the situations which prevailed at the schools. Observation requires the utilisation of five senses to gather information in all aspects. For this study the non-participatory approach was used to observe from a distance not to intervene with their daily programmes. This was done by visiting the schools to observe the physical environments and the interaction of participants with learners.

1.8 Data analysis

Maree (2007:102) states that “data analysis in qualitative study involves interpreting data collected from people or situations being studied.” During the analysis of data, open coding was used to condense data into a smaller size, making it readable and understandable to the reader. Verbal data from interviews, observations and documents were converted into themes by categorising them accordingly. Citing Coffey & Atkinson (1996), Louis-Peel (2004:58) explains data analysis in terms of the qualitative approach by stating that “researchers need to be able to organise, manage and retrieve the most meaningful bits of data.”

1.8.1 Validity and triangulation

Bell (1993) quoted in Shaningwa, (2007:37) explains that “whatever procedures for collecting data are selected, they should always be examined critically to assess to what extent they are likely to be reliable and valid.” Hitchcock & Hughes (1995:105) define validity in qualitative research “as the degree to which the explanation of a phenomenon matches the reality of the world.” Validity refers to the result being valid regarding a given phenomenon where the study is conducted. Through trust the researcher communicated to the audiences that the information collected was worth paying attention to because it brings about a change in the environment and adds value to the existing literature on the topic of study.

In order to ensure validity in this study, triangulation was used to test the data which was analysed. Triangulation was applied in the study by using different types of tools to collect data from participants who are the policy implementers. This helped the researcher to compare data from different tools to measure its validity and to determine its reliability. Interviews which were conducted are based on trust with the participants in order to gather facts on the topic being studied. Cohen *et al.* (2000) quoted in Shaningwa, (2007:48) states that “ in qualitative data, validity might be addressed through honesty in reporting, interpreting the depth of experiences, the richness and scope of the data achieved, the participants approached and interviewed, the extend of triangulation and the disinterestedness or objectivity of the researcher.” The researcher had trust in the participants that the information that they gave was reliable and valid. The researcher also had to ensure not to be biased when reporting or when dealing with correspondence.

1.9 Ethical considerations

The study considered issues of confidentiality and informed consent. The researcher obtained permission to do the research in those different schools. Following this, the researcher was able to explain the study and the reasons for requesting the possible participants’ participation. Names were kept confidential to protect the identity of the participants. A form was provided for the participants to sign, thereby giving their consent and agreeing to take part in the research so that they were made aware of what they were partaking in. Real names were not used when presenting data in order to protect the identity of the participants. The information collected was meant to be kept by the researcher on a password-protected computer.

1.10 Structure of the thesis

The frameworks of the chapters are outlined below.

Chapter 1 explains the context and rationale for the study: This includes the study’s orientation and its significance. The research objectives, research question and problem statement are also outlined.

Chapter 2 outlines the literature review by explaining theoretical aspect of inclusive education and policy implementation theories. The chapter explains sources related to the study and discusses different theories which guide the study.

Chapter 3 explores the legislative Framework and the case studies. The Namibian case study regarding the inclusive education policy and other related policy is also explained in detail.

Chapter 4 presents the research design and methodology in detail and different research methodologies are looked at and how different research techniques are used in the study. Research findings are discussed and interpreted. Data collected is presented and analysed in details.

Chapter 5 provides a summary, conclusion and recommendations based on the findings.

Chapter 2 Literature review: Theoretical aspect of inclusive education and policy implementation theories

2.1 Introduction

McMillan & Schumacher (2006:108) state that the literature review is a summary and interpretive criticism of existing research. It helps the researcher to improve their understanding of related issues being studied. In this chapter, the researcher attempts to review sources relevant to the study to unpack the topic being studied. The study focuses on the review of the implementation of a specific government policy within the Namibian public education sector. It will further discuss local and international inclusive education practices, approaches of inclusive education, and what can be regarded as effective inclusive education practices.

2.2 The concept of policy implementation in the context of public administration

Public administration is concerned with how government programmes are organised. Ezwani (2006) quoted in Oyedele, (2015:8) states that public administration “is the machinery for carrying out the implementation of government policies to ensure stability in the public sector”. Akpan (1982) quoted in Oyedele, (2015:8) refer to public administration as pertinent because it covers all aspects of and activities related to public policies. Public administration is the fusion of resources to achieve the outlined objectives in the public policy. Therefore, there is a need to pay attention to policy implementation in order to achieve whatever is planned, organised and coordinated by government in terms of its administration.

2.3 Theoretical framework of inclusive education

Historically, as explained in Chapter 1, children with learning barriers or other disabilities were segregated from mainstream schools internationally, including in South Africa and Namibia. Children with disabilities could not attend school with other learners who did not have disabilities but were rather sent to special schools (Landsberg *et al.*, 2011:5). In Namibia, learners with disabilities were segregated and placed in special schools. Some of these learners who were assimilated in mainstream schools could not finish school. This system disadvantaged the learners because those who could not cope dropped out from school. The reason for this is that there were no supportive systems to accommodate different disabilities. Due to the international intervention of policies, the introduction of the inclusive policy was introduced.

In Chapter 1, the term inclusive education was discussed in terms of its different definitions and contexts of use. It could mean different things to different people. In Namibia, for instance, inclusive education has been limited to the education system where children with learning barriers are mainstreamed in regular schools. Ainscow (2009) and Artiles and Kozleski (2007), quoted in Landsberg *et al.* (2011:4) further define inclusive education as being about developing inclusive communities and education systems, which should be based on values where people acknowledge differences and celebrate diversity. This can only occur when people are encouraged to participate

and support one another in the communities. Ainscow (2009), quoted in Landsberg *et al.* (2011:4) states that inclusive education is not only about disabilities and special needs, but that it should be seen as an expression of human rights and social justice and as communities developing a sense of collective belonging.

In this study, inclusive education refers to universalising access to education to all children, youth and adults and promoting equality (UNESCO, 2009:8). This means identifying barriers that may hinder accessing educational opportunities in order to identify resources needed to overcome the barriers. By universalising access to education in an educational system, it is therefore the responsibility of government to ensure that all children are catered for by accommodating diversity so that they can participate fully in the educational system. Resources should be provided by ensuring that all schools have the capacity to accommodate all types of disabilities. In order for people to participate fully in the education system, communities should adapt in such a way that the resources or facilities accommodate different disabilities.

The bio-ecological model of human development proposed by Bronfenbrenner (1995) quoted in Landsberg, Kruger and Swart (2011:10) acknowledges that no human being acts in a vacuum. Human beings are influenced by different systems with which they are associated, such as the environment that they live in, a school they attend and a family to which they belong. These systems can influence their ability and potentiality in a positive or negative way. The bio ecological model will guide the study which can be used to help identify barriers to learning in the two schools selected for this study. Swart & Pettipher (2005), quoted in Zulch-Knouwds, (2010:11) state that “human are embedded in a variety of systems that are influenced by them. The problem that was once seen as an internal deficit or need of the individual is now seen as a barrier to learning often located in the individual’s surrounding systems or a cause by the interaction of systems.” The bio-ecological model is linked to the multidimensional model of human development, which suggests that “layers or levels of interacting systems result in change, growth and development. These layers or levels can be “physical, biological, psychological, social and cultural” (Landsberg *et al.*, 2011:10). This means that whatever happens in one of these areas could affect another system. Therefore, there is a link between different systems. The model and different systems are discussed below.

2.3.1 The medical deficit model

The model was used in the early 1900s, which focused on diagnosis and treatment of the child (Landsberg *et al.*, 2011:5). Landsberg *et al.* (2011:5) states that “in terms of medicine, the field of its origins, it is highly focused on pathology, sickness, and the nature and etiologic of the presenting problem and on dealing with the specific pathology in a centred way.” In Namibian schools the model was commonly used when children with learning barriers or disability are singled out to look for the specific disability that they suffer from and focus to cure that barrier. This model helped a lot because medical doctors had to diagnose and treat that specific disease. However it is difficult to diagnose and cure certain barriers especially if the barriers are influenced by what happens in the community. For example learners who are frequently abused in their communities, could suffer from trauma that the doctor might not cure unless the community should unite and address those problems in their surroundings. The trauma that the

children can suffer from can lead to depression which will make children not to concentrate in school and at the end the performance will be affected.

This model helped health professionals to do thorough assessment and recommend the children who are severe to determine either to be placed in the special schools or remain in normal schools. Landsberg *et al.* (2011:5) indicates that “labels such as attention-deficit hyperactivity disorder (ADHD), learning disabled, emotional behavioural disorder (EBD), dyslexic are easily attached to children and are therefore such children are often separated and treated differently.” The learners who were singled out and placed in the special schools were given a special curriculum and interventions by specialists staff who were responsible to remove the barrier within the child. The medical model was criticized by different authors because it promoted discrimination and limited the learners from socializing with their peers who were regarded as normal in their communities (Landsberg *et al.*, 2011:6). Children were separated from their family members and this model encouraged labelling and stereo typing of learners living with disabilities. Special schools were not eliminated because there are still learners who are placed in the special schools in the current educational system especially those who are severe. Special schools are only based in two regions (central and Northern part of Namibia) making it difficult for learners who live far from those schools to be enrolled due to distance and some parents find it difficult to visit such children.

2.3.2 The social ecological model

Due to criticism of the above mentioned medical deficit model, it led to more social and ecological theoretical model as a paradigm shift. The paradigm shift required moving away from diagnosis and cure to focusing on removing the stumbling block which cause barriers within the society. This model is concerned with the participation of all people living with disabilities in the everyday life in the society. This means changing the attitudes, regulations and institutions which are involved with inclusive education (Landsberg *et al.*, 2011:5). This paradigm shift led to the term ‘normalization’ to be introduced. Normalization was an idea to ensure that children living with the disabilities enjoy the patterns and conditions of everyday living in their society without any limitations (Landsberg *et al.*, 2011:5). This means that children living with disabilities should enjoy the same rights as those regarded as normal so that they also participate fully in the society by getting normal jobs and enjoy the same daily routines like others.

Landsberg *et al.* (2011:7) states that the term normalization “was in direct conflict with the earlier practice (medical deficit) of separate schools, and soon gave rise first to mainstreaming and then to integration policies.” This model focused on mainstreaming learners who were placed in schools so that they are educated with their fellow learners who are seen to be normal. However the learners needed to prove that they are ready to fit in the mainstream (Landsberg *et al.*, 2011:7). The model was also criticized because the learners, who were mainstreamed, were followed by special services when a need arose. The special services of separating learners during remedial classes promoted stereotyping and labelling to learners with differences.

2.3.3 Bio-ecological model

The model emphasises interaction between an individual's development and the social context that they function in. This model will assist the researcher to understand how different systems are interrelated and explore more about how different systems can be used to help the learners develop (Landsberg *et al.*, 2011:10). The model will help the researcher understand stakeholders' attitudes towards the policy implementation process and identify challenges that they are faced with.

Landsberg *et al.* (2011:10) suggest that the school, community and other stakeholders within the education system cannot be separated from challenges that address social issues and barriers to learning, because they are part and parcel of the system. All these stakeholders are connected to each other. That is why it is pertinent to use the bio-ecological model to identify risk factors and barriers to learning in order to come up with protective factors to address the problem. The model can be used as a tool to understand what support is provided in classrooms, what teaching practice is used and what support family members offer to their children to prevent barriers from developing.

In order to understand the system being referred to by Bronfenbrenner quoted in Landsberg *et al.* (2011:11) the different dimensions need to be identified to understand how these models function.

2.3.3.1 The proximal processes

The proximal processes emphasise that development takes place when individuals interact with the environment. The proximal process makes it clear that the environment influences how a human being functions. If the environment in this study is not equipped with supportive facilities, it may act as a hindrance in the lives of the learners living with disabilities. It is pertinent that the community members should take people living with disabilities into account, even when they construct their shops so that the facilities accommodate the disabled, for example, the deaf and provide access to learners in wheelchairs. Inclusivity should not only be the responsibility of government. Instead, it should be the responsibility of each and every person living in the society. For this study, the stakeholders are considered to participate fully by joining forces to see to it that inclusivity in schools and communities is realised.

2.3.3.2 The context

The context is another important dimension which is vital to this study. It helps to explain how community members contribute to learners' learning barriers and what ideal contexts are needed to support learners experiencing learning barriers. Furthermore, it is pertinent to realise that the environment in which the learners live may contribute to learning barriers. For instance, the environment where learners are exposed to alcohol, sexual abuse and drug abuse might affect them directly and indirectly which can contribute to certain disabilities. Disabilities can be caused by those types of abuse mentioned above. For example, if alcohol is abused and one decides to drive a car, it will lead to accidents in which children might be involved, possibly leading them to lose a leg or even their sight. Support systems in the environment are therefore

needed to reduce different kinds of disabilities and learning barriers that might be caused by stress or depression. The context will help explain the role of community members to give support to the learners affected by disabilities or learning barriers.

2.4 Policy implementation strategy

As discussed previously, the bio-ecological model is a shift from the medical deficit model which led to the acknowledgement of diversity among learners with disabilities. The inclusive education policy was introduced after the government of Namibia made a shift from a medical model to a bio-ecological model to promote diversity in the education system. The bio-ecological model which acknowledges systems attached to the learner can help to understand the factors that influence the policy, causing it not to be effective. In addition, the bio-ecological model of human development can help to analyse the learning support programmes in schools that support learner with difficulties as stated in the policy guidelines. Through interviews with stakeholders, the study will unpack the problems faced by the implementers with regard to the policy.

Burke, Morris and McGarrigle (2012:11) suggest strategies for effective policy implementation process, such as providing coaching and assistance to staff members, monitoring the ongoing process of the implementation policy process and changing the organisational culture if possible to accommodate change. There is a need to explain the importance of the policy implementation and how it will benefit the learners and staff members. The need also exists to come up with strategies to assess progress and regularly give feedback to inform future actions.

Weaver (2010:1) argues that “problems that arise in the implementation process make it less likely that policy objectives will be achieved in many government programmes.” The researcher agrees that there are a lot of challenges faced by implementers. School management should encourage staff members to be committed to the programme to make it effective.

Furthermore, stakeholders’ buy-in is essential for the successful implementation of the inclusive education policy. It gives them the responsibility to own and contribute the programme. The leadership should encourage other staff members, especially in schools, to view the innovation positively. Implementation teams are needed as expertise in the implementation process to make them accountable and guide the whole programme to be effective.

Hardee, Pine and Taggart (2004:30) further suggests alternatives to the implementation process of a programme or policy. He states that there is a need to get a policy accepted by the implementers, gain support from the top leaders, allow resources to be distributed equally, have proper structures and monitor the whole process by assessing progress in order to give feedback.

Cloete *et al.* (2006:186-188) suggests some approaches that are used in policy implementation. These approaches include the top-down approach and the bottom-up approach. The top-down approach gives power to the top government to make decisions that will guide the whole process of policy design and implementation and the bottom-up approach allows local authorities to come up with the concerns which lead to policymaking. The two approaches could work hand in hand when the top authority involves community members to identify their needs which will inform policy decisions. However, most of the policies in Namibia are driven by the top-down approach, including the inclusive education policy.

2.5 Different approaches to the policy implementation process

Approaches are relevant in every study because they provide focus and an understanding on what is being experienced and set up criteria for what are considered to be relevant. Halvorson (2002) quoted in Oyedele (2015:7) notes that approaches are perspectives with which people make sense of their world experience. He further states that approaches are systematic groupings of interdependent concepts of mental images of anything formed by generalisation and principles and generalisations of hypotheses that are tested for accuracy and appear to be true to reflect or explain reality that give a framework to, or tie together, a significant area of knowledge (Halvorson (2002) quoted in Oyedele (2015:7)). Any data collected does not make sense unless the researcher has an understanding of a certain approach to explain relationships. Approaches challenge researchers to help them learn more and have knowledge about their world. Approaches also help explain different variables in a study. The approaches of public administration in policy implementation will be analysed and one that will guide the policy implementation evaluation of the area of study will be selected. There are different types of generations of study about policy implementation in research which are the classical ‘top-down approach’ and the bottom up approach.

2.5.1 Classical “top-down approach” to policy implementation

This approach assumes that policy implementation can transpire automatically once the policy is established or authorised by the top authority. Hjern & Hull (1982) quoted in Burger, (2015:32) state that the classical theory to policy implementation is viewed as a single authority on the top-down approach when implementing policies. This is because policy decisions are made by government at the top and then implemented at the bottom where officials are not fully involved in the policy-planning goals. The approach assumes that policies made should consist of clear goals and objectives that will measure performance during the implementation process. The classical approach further assumes that there should be an implementation chain that begins at the top authority and ends at the bottom.

Grindle & Thomas (1991:123) view the classical approach as a linear model of implementation. Decision makers and policy analysts view the proposed policy reform and put it on the government’s agenda to make a decision regarding either approving it or rejecting it. If it is approved, the new policy is ready for implementation. The implementation can either be successful or unsuccessful. The classical approach views successful policy implementers as having the strong capacity to carry out the task while blaming unsuccessful implementers for failure. This approach like many other approaches have been criticised as one that dehumanises workers by not involving them in the policy goals and decision-making. Burger (2015:17) argue that, in classical approach, top authorities are motivated by economic gains which is the case “because organizations control economic incentives, an individual is primarily a passive resource to be manipulated, controlled and motivated by the organization therefore irrational emotions must be kept from interfering with economic rationality.” Brynard (2005:52) states that the classical (top-down) approach’s limitation began to be underlined during the post-world war two period when it was found that public policies did not work effectively and were less efficient than today. The classical approach was criticised for underestimating the complexity of the nature of implementation. The classical approach later focused more on analysing and explaining the relationship between policy and practice (Burger,

2015:34). The approach also focused on policy complexity as a political process that entails negotiation, persuasion, coordination and bargaining.

2.5.2 The bottom up approach

The classical approach was then followed by the new bottom up approach of policymaking. The aim of this approach was to introduce allegiance between policymaking and delivery. Furthermore, the bottom-up approach is known as ‘street-level bureaucracy’ because the agents that are involved in policy implementation are those on ground level, such as teachers, police officers and social workers. In the new bottom-up approach, policy implementers execute policy objectives rather than policymakers. However, this is done through a network of other policy actors (Brynard, 2005:11).

The new bottom-up approach, just like the classical approach, has been criticised. Sabatier (1986) quoted in Burger, (2015:35) argue that “the bottom up approach placed too much emphasis on the ability of street-level bureaucrats’ to frustrate the goals of the top policymakers and the approach fails to take into account the power differences of the various target groups.” Birkland (2001:270) also argues that the approach is based on the assumption that the target groups are always active participants in the process of implementation, which might not be the case. Brynard (2005:652) states that “there was a realization in the subject matter by academics that there was an absence of (and need for) a causal understanding of conceptual models, analytical approaches, and predictive and explanatory approaches which led to the third generation of thinking on implementation.” This is moving away from the top-down and new bottom-up approaches to a more centrist approach which focuses on different role players to influence the policy being implemented and concentrates more on the implementation process and not on why implementation fails. It was pertinent for the approaches to view policy implementation as an ongoing process of compromise and negotiation when using the top and the bottom (Jordan, 1995:15).

2.6 Critical variables for studying the policy implementation process

Different scholars that have researched policy implementation have identified different critical variables that they have agreed upon to ensure the success of any policy implementation. The study of policy implementation is a complex political process. Brynard & De Coning (2006:182) states that the inter related variables help by issuing a broad frame work on different factors that impact on the policy implementation process and refer to them as they have been acquired from hybrid theories.

Brynard & De Coning (2006:182) identify the 5C protocol’s critical variables as content, context, commitment, capacity and clients and coalitions. These variables unravel the complexity of following policy as it moves through a dynamic maze of implementation and they also help to understand how policy changes its surroundings and pertinently to understand how it is influenced to attain the goals that are set to be achieved (Brynard, 2005:658). This study critically analyses the inclusive education policy implementation process using the 5C protocol as a conceptual framework to serve as a guide to analyse the policy effectively.

2.6.1 The policy content

Content refers to what the policy tends to do (goals), how it relates to the issue (causal theory) and how it tends to solve the identified problem (method used) (Brynard & De Coning, 2006:197). The policy content is vital because it is a statement of what government wants to achieve. Low (1963) quoted in Burger (2015:40) explains that “policy content is a function of the level and type of coercion by government.” The content of the policy does not only concentrate on what should be achieved at the end, but also on its determination of the end and how it will go about achieving its goals (Brynard, 2000:180). In this study, the strategies set out by government in policy content will help the researcher to analyse if the policy is followed by the implementers.

2.6.2 Policy context

The context is the institutional setup where policy passes through during the implementation process. Brynard (2005:659) states that “the focus is on institutional context which, like the other four variables, will necessarily be shaped by the larger context of social, economic, political and legal realities of the system.” It helps understand how the larger context impacts on the implementation process. Burger (2015:41) notes that, in order to understand implementation, there are elements that relate to institutional context that should be performed within the institution. Firstly, the main factors influencing or being influenced by the implementation process should be identified. Secondly, the interest and power relations within the institution as influenced by the overarching structure of social, political, economic and legal institutions and where they function should be determined. Context as a variable helps to identify the core institutional role players and conflicts in the institution and evolve the relationship between policy goals and that of the agencies responsible for implementing policies (Burger, 2015:41).

The context variable will unpack how the institutional context impacts on the implementation process and identify the role players in the policy implementation process.

2.6.3 Commitment

Warwick (1982:135) states that “effective and efficient bureaucratic structure may be in place trying to implement policy, but without commitments from those role players responsible for implementation nothing will happen.” Brynard (2000:181) agrees that commitment is needed at all levels when implementing policies to ensure the effectiveness of implementation. Commitment should start at national level and continue down to lower-level institutions. It is vital that the policy content should also contain features that will encourage responsibilities to be carried out at all levels during the implementation process. Commitment by agencies could be encouraged by involving the stakeholders in the design and goal setting to promote policy ownership when implementation is carried out.

Commitment can be encouraged by considering the roles of implementing officials in the process and ability of the implementers into account (Brynard, 2000:181). Sabatier (1986:553) suggests that commitment should be coupled with management skills that drive the resources towards achieving policy goals. Management skills will encourage good governance in an institution by having the ability to mobilise support from other implementers to join forces to achieve the policy goals.

2.6.4 Capacity

Burger (2015:43) states that the capacity variable concentrates on the allocation of resources needed to successfully achieve the policy implementation. Brynard & De Coning (2006:199) state that capacity in the public sector is considered in terms of structure, culture and functional ability needed to implement the policy objective. Resources needed could be in form of human resources, financial resources and technological resources. A lack of resources could affect the implementation process, which is why it should reflect in the content when designing policies. Brynard & De Coning (2006:2001) argue that “the critical question of understanding how capacity may influence implementation effectiveness is not simply one of what capacity is required and where, but also of how this capacity can be created and operationalised.” Capacity refers to the support structure and resources needed to implement the inclusive education policy in the context of study. The study will seek to understand if the inclusive education policy implementers have the required resources and structures as referred to in the policy context.

2.6.5 Clients and coalitions

The clients and coalitions variable is concerned with government joining coalitions of interest groups, leaders and other stakeholders who support the implementation process. The process can encourage power shift from the top leaders to different stakeholders who can contribute to policy implementation (Brynard 2005:661). Brynard (2005:661) further states that “a power shift among the different outside interest groups produces a corresponding shift in the implementation process”. This is because the effectiveness of a policy implementation process relies on those target groups to whom the policy will be delivered. Brynard (2000:186) notes in earlier research that it should be the responsibility of government to identify stakeholders that can influence the policy implementation process. However, it can be a challenge to identify key stakeholders. This could limit the scope of the policy which will later lead to leaving out some key actors or involving more stakeholders, subsequently making the group unmanageable. In this study, it is pertinent to understand the key actors and coalitions that are involved in the policy implementation process and how they are influential.

2.7 Overview of the policy implementation process

Public policies are means for government to address issues of concern in society. Hanekom (1987:7) defines public policy “as the activity preceding the publication of a goal, while a policy statement is made known, the formal articulation, the declaration of intent or the publication of a goal to be pursued.” In this case, the inclusive education policy was introduced to address the issue of access to education for all children regardless of their differences. This is why the Constitution of the Republic of Namibia is clear about the right to education for all children in article 20. Burke, Morris and McGarrigle, (2012:16) suggest the following policy stages;

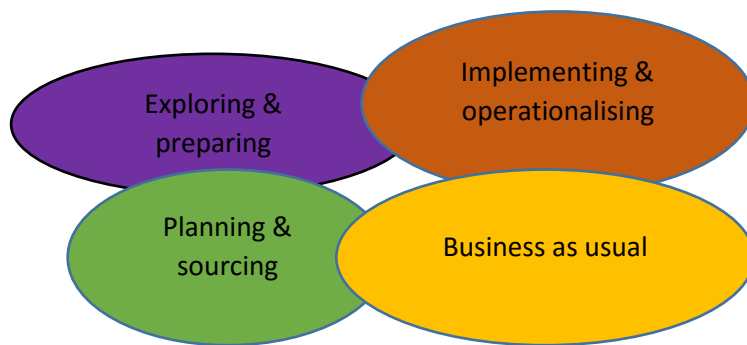


Figure 2.1 Policy stages

Source: Burke *et al.* (2012:16) as adapted by CES from Fixsen *et al.* (2005)

Stage 1: Exploring and preparing

At this stage, the government is exploring to make a decision on an innovation to be implemented. There is a need to assess the needs of the learners before deciding on the innovation or policy to be put in place. Hardee *et al.* (2004:19) suggests that when dealing with policymaking, the first thing to consider is to identify a problem that will go through agenda setting with authorities. There is a need to do assessment to find out what types of resources are needed for the policy to be implemented effectively. These resources could be human resources, physical resources, structures and any other support needed in the schools.

During this process, the stakeholders should be identified in order to do proper consultation with the affected people. The stakeholders in education are parents, educational officers, community members, teachers and inspectors of education. The innovation should be assessed to determine if it fits the priorities, structures and people's values. Resources are identified and other support system in terms of structure to ensure they are in place before the implementation takes place. The staff capacity should be assessed as well (Burke *et al.*, 2012:10). Hallswort & Rutter (2011:11) further state that those affected by the identified problem should be consulted to listen to their views concerning the policy ideas.

Hallswort & Rutter (2011:14) suggest that "to ensure that a good policy is in place, policymakers should see to it that the policy goals and objectives are clearly stated regarding what the policy wants to achieve." The inclusive education goal is stated in the policy content on what the Ministry of Education would like to achieve which is a good thing, but it is pertinent to share it with the implementers to work towards achieving the same goal. It is vital to outline the responsibilities because it helps the implementers know what is expected from them and it also helps with the policy ownership.

Dunn (2012:69-71) suggests some procedures for policy design and explains that when the policymakers have identified a societal problem, it should be studied by doing problem sensing and problem structuring in order to come up with the right policy resolutions. The logic of this matter is pertinent because if the identified problem is not well analysed, the wrong resolutions could be reached.

Sichombe & Nambira (2011:28) explain how educational policies are designed and continue to state that policymakers utilise influential people like local authorities and traditional leaders because they are considered to be close to the community members that they represent. In addition, they can indirectly represent community opinions. This involvement is vital, although in some cases there is no proper communication among the stakeholders that are incorporated. When there is a communication barrier between the community authorities with policymakers, it might affect the sharing of information that is supposed to be channelled to schools or it might be communicated differently. With regard to the inclusive education policy, consultation was done with the union members acting on behalf of the teachers. Consultation was also done with other educational stakeholders such as subject advisors who also represented the views of the teachers.

Stage 2: Planning and resourcing

At this stage, responsibilities should be assigned in order for preparation to begin. The staffs who are involved are trained, funds are secured and structures are in place (Burke *et al.*, 2012:11). Funds should also be allocated specifically for the programme being implemented so that the schools are able to make use of the funds to buy the resources needed to support the teaching and learning. A lack of funds and proper structure can hinder the implementation process of the policy or programme being implemented. That is why proper planning should take place.

Stage 3: Implementing and operationalising

At this stage, the innovation is put into effect. In order for implementation to be effective, coaching and support for staff members are needed. The organisational culture is likely to change to accommodate the innovation. It is also crucial to communicate the importance of the policy to the policy users and how the policy will add value. Feedback mechanisms should be put in place to inform future actions. It is therefore pertinent that the implementation plan is communicated to the policy users for proper implementation.

This stage is important to this study because the inclusive education policy is at an implementation stage where every stakeholder in education is expected to see to it that learner's placement is done accordingly without any form of discrimination. Mitchell (2008:23) states that it is important to place learners in schools in their own neighbourhood, especially those learners with disabilities so that they are not separated from their parents and peers. This will give these learners an opportunity to interact within their communities and also get support from their family members. During the operational stage, the schools' resources should be adapted to encourage access to education for all children.

Stage 4: Business as usual

Burke *et al.* (2012:11) indicate that at this stage the innovation is mainstreamed and fully operational. The innovation becomes part and parcel of the organisation and the outcomes are evaluated to give feedback. In addition, analysis should be done of the strategies if they are in line with what they intent to implement. In case that something goes wrong with the implementation process, the ones who did not comply with the process will be traced and be held accountable because they were responsible for the implementation process. This stage is also pertinent to this

study because it will help the implementers to know during the implementation process to evaluate where they went wrong and what they need to work on in order to improve.

2.8 Implementing effective inclusive learning practices

Inclusion is understood differently in different contexts and despite policy development there is still confusion about how to implement it. Zimba *et al.* (2006:43) assert that, in Namibia for instance, the concept of inclusion rarely features on meeting agendas and conferences because government is more concerned with the failure rate for grade 10 and 12 learners, without finding the root cause of the high failure rate. Zimba *et al.* (2006:43) add that the concept of inclusion is not well understood in many countries, including Namibia.

In order to create opportunities for learners to have the equal opportunities in all aspects of life, policies on inclusive education should be reinforced. Swart & Pettipher (2005: 200) quoted in Landsberg *et al.* (2011:21) identify a whole school development approach for developing an inclusive school. Landsberg *et al.* (2011:21) note that a whole school development approach helps to create inclusive cultures and practices that spread throughout all aspects of school programmes. All aspects of the school are subsequently improved, thus promoting interaction between different systems. The main focus of the approach is based on personal and professional development of all people in the community where schools reside (Landsberg *et al.*, 2011:21).

Landsberg *et al.* (2011:21) state that for effective inclusive implementation, there should be collaboration and support as “support is a cornerstone of a successful inclusive education.” For inclusive practices to occur there should be a change in the school system with structures which will give support to the teachers and learners. There should be another change in the classroom setup in the way teachers deliver lessons in order to accommodate different learning styles.

Muthukrishna (2001) quoted in Landsberg *et al.* (2011:22) states that resources are another crucial issue for developing inclusive schools. A school or community with a bad support system will serve as a barrier to inclusive schooling. Therefore, it is vital to integrate and make a change in the physical, social and instructional environment to support all elements of school life for all learners. In the classroom environment, teachers should be aware of learners’ differences to identify strategies to accommodate all learning styles. Inclusive education requires the teachers to respond to learners’ diverse needs to allow them equal opportunities in the same classroom setup. Teachers can then support learners to address the barriers of learners to maximise their potential in their environment. It is important to acknowledge that learners have different abilities and they learn differently. Therefore, there is a need to give learning support to the learners by considering that each learner has potential to grow and learn at their own pace, using strategies and practising learning styles of their choice to reach their goals by using their abilities (Landsberg *et al.*, 2011:54). This, however, does not happen in a vacuum but rather with the application of different methodologies and resources to ensure that learning takes place between slow and fast learners in the same classroom.

Vygotsky’s principles of proximal development are vital in this regard by utilising learners’ strengths to maximise their potentials (Landsberg *et al.*, 2011:55). Engelbrecht (1999:53) argues that the issue of supporting learning should be linked to a system approach to understand problems

and development of learners. The emphasis should not be what is wrong with the specific learner but rather identifying the barriers that are experienced by learners and looking for strategies on how these barriers should be addressed, either in terms of problem-solving or preventative measures. It's important that teachers should identify, assess and then have a plan of action to address the learning barriers in an inclusive classroom (Engelbrecht, 1999:53).

Resources are another pertinent issue that could be considered. In order for teachers to give learning support, resources are needed in this regard. For example, learners with physical impairment need physical structures in place that will help them push their wheelchairs and facilities should be user-friendly. In the absence of such resources at a school, some learners cannot access that specific school (Engelbrecht, 1999:54).

The teaching and learning resources to support the teaching of learners with visual impairments or intellectual impairments are also needed in schools. The absence of these resources increases learning barriers in learners. The World Health Organization (WHO) (1993:1) defines a healthy school as one that aims to achieve a healthy lifestyle for all learners by developing a supportive environment that is conducive to and offers opportunities for all learners. A healthy school is further signified by the provision of a safe and health-enhancing social and physical environment (WHO, 1993:1). Most of the schools in the region of the schools being studied are not well equipped with the physical facilities to make their environments conducive enough to accommodate diversity.

Lazarus & Reddy (1996) quoted in Engelbrecht (1999:61) suggest that the elements of an inclusive classroom include developing strong leadership, developing a healthy school policy to support inclusive education, developing a supportive environment in the form of physical structures, strengthening community support and participation to develop personal skills in terms of staff development and re-orientating education support services.

When it comes to some schools in Namibia, there is a high dropout rate in schools and learners repeat grades. The reason for this reality could be that learners' abilities are not recognised during lessons. Haihambo *et al.* (2010:86) state that "Many children with special educational needs are either not accommodated in schools, are forced to repeat grades or are dropouts because schools are failing to teach them." There is a need for teachers to adapt their programmes to meet all learners' needs rather than allowing learners to adapt to inflexible school programmes which are designed to fit the average learners.

Haihambo *et al.* (2010:90) suggest that practices of effective instruction should be used by teachers in an inclusive school. They believe a good lesson in a class is not enough but that there should rather be good instructions involved (Haihambo *et al.*, 2010:90). Effective instruction practices involve paying attention to physical management which entails that the teaching and learning environment are made conducive to learning in an inclusive school (Haihambo *et al.*, 2010:90). Following physical management, psychosocial management, which involves support for positive social interaction, support for teachers to encourage the development of good relationships among learners and their personal development, and support for learners to be task oriented and encourage competitive behaviour among them, is important (Haihambo *et al.*, 2010:90). Behaviour management is another issue identified in effective instruction practices for teachers to

systematically observe learners' behaviour and create new behaviour in order to eliminate undesired behaviour (Haihambo *et al.*, 2010:91-100).

Personnel management, in turn, is a step required by an inclusive school. It entails teaming up with different professionals, such as assistant teachers, volunteers, parents and student teachers, and clearly stating their responsibilities on how each one can contribute to an inclusive school. Haihambo *et al.* (2010:100) suggest time management for teachers' preparation to be adequate. Managing time allows time for preparation, for example, of teaching materials and extramural activities (Haihambo *et al.*, 2010:100).

Furthermore, Meijer (2003:18) suggests some effective inclusive practices and identified management as the utmost important area that is needed to sustain an inclusive school. It is important for school management to have a common understanding and have a shared vision which is democratic to promote inclusion in schools. Meijer (2003:18) states that good management should begin with policymakers, not only at national level but at all levels of communities, school districts and school clusters, and has an important role to play to translate government policies into practice by implementing them effectively. Transformational leadership is useful in this regard. Ainscow, Booth, and Dyson (2006:55) states that transformational leadership which recognises all school communities, educators, parents and other stakeholders in education should be developed.

With regard to the inclusive education practices in Sweden, there are shared responsibilities when it comes to the implementation of educational programmes in inclusive schooling. Therefore, Sweden has good management which involves all members of the community to walk towards achieving a shared common goal. Tsifura (2012:15) identifies some strategies that are needed to develop effective inclusive practices in schools such as curriculum development which is vital to ensure that the curriculum includes content to meet the needs of all learners at all levels. Teachers' training should also be addressed to equip teachers with the necessary skills and competencies to give appropriate support to all learners in the school.

2.9 Inclusive education internationally

Lebona (2013:23) states: "Historically children with disabilities have been treated as invalid or inferior and in need of very special protection. They were also viewed as essentially incapable to benefit from education. This conceptualization led to exclusion and the construction of institutions to accommodate these children." In the 1960s, some religious organisations started to build schools for children with disabilities (Johnsen & Skjørten, 2000:24). Human rights organisations internationally began to register their dissatisfaction of the segregation of disabled people in those homes where the people living with disabilities had to be separated from their families (Cushner, McClelland and Safford, 1996:162). Due to intervention after the voices were heard, a new system known as special needs education emerged.

Haihambo *et al.* (2010:15) define special education as "the education of persons with disabilities or impairments, with a focus on possibilities and abilities". Special education can be seen as a system of education for children with disabilities within ordinary schools as it represents an effort to provide education in a normal setting. The lives of disabled people in those settings were limited because segregation was still being practised. The lives of the disabled were limited because they

could not access all facilities in their communities and the physical facilities at the schools were not accommodative enough.

The provision of this system meant that learners with disabilities are placed in special schools and were categorised according to their abilities. Integration was later introduced to ensure that learners living with disabilities are given equal rights and allowed equal participation in the community. Integration aimed to increase social interaction between people with disabilities and the people without disabilities. The mainstreaming of learners with disabilities was introduced in order to give them a chance to be accommodated in regular schools. This means that children with disabilities should be able to live a normal life and enjoy the same rights as other children, for example go to regular schools, be employed and have a normal daily routine like other children. Though normalisation and mainstreaming were introduced, some learners with severe disabilities remained in special schools because regular schools did not have all the required resources to accommodate some learners' differences, which led to some learners dropping out of schools.

2.10 Inclusive education in selected countries

The literature review has established that many countries adopted different approaches to implementing inclusive education; therefore, there is a need to examine what other countries have done and learn from their success stories. This section will explore inclusive education practices of Australia, Sweden and South Africa. These countries were selected to have a broad understanding of their experiences with regard to how they have adopted inclusive education.

2.10.1 Inclusive education in Australia

Australia's history of inclusive education is similar to that of some Scandinavian countries, specifically with regard to the problems they faced. Australia began to establish segregated special schools in the 1940s in order to accommodate learners with disabilities. Just as in many countries in the world, public schools were utilised by learners who were considered to be normal (Lebona, 2013:46). In the 1970s, the Carmel report and other international declarations based on human rights were acknowledged and discussions emerged about increasing the placement of children with disabilities in regular schools. By the end of the 1980s, policies on disabilities were extended and integrated in many departments to ensure that people with disabilities were accommodated in all respects.

The integration of people with disabilities into the mainstream in all levels of society came to light in 1981. Colon (2013) quoted in Lebona (2013:32) stated that Australia has also participated in the Convention of the Rights of a Child (CRC) and the rights of people with disabilities. The government has shown its commitment in implementing inclusive education through policy reinforcement, for example through the "National Disability Strategy, the Australia curriculum changes, a change in the Australia professional standards for teachers, the National Disability Framework and the early years learning framework. All these policy documents were established to acknowledge the importance of diversity and encourage participation of all children" (Colon, (2013) quoted in Lebona (2013:33).

The Australian government fulfil its obligation and commitment towards inclusive education by promoting rights of children with disability. Article 24 of Convention on the Rights of Persons with Disabilities (CRPD) had made it clear that every person with disabilities have a right to partake fully in an inclusive, quality education on equal basis like any other children (Colon, (2013:10) in Lebona (2013:34).

The Australian government have established educational support centres despite the mainstreaming in regular schools to encourage interactions between learners. Many children with learning barriers have been registered to regular schools. However in some severe cases some children are attended to by specialists to receive intensive intervention programme after school. Schools are encouraged to support children regardless of their differences to maximize their potential and increase participation. Despite all support policies, Colon (2013) in Lebona (2013:36) identifies some challenges that the schools are faced with such as “large classroom sizes, lack of specialist support, inadequate time for planning, lack of resources, limited professional development and insufficient personnel.”

2.10.2 Inclusive education in Sweden

Sweden’s education system with its inclusion of learners with special needs is seen as a one-track approach. This is because they have integrated more learners with disabilities into regular schools than Namibia. Sweden is one of the countries perceived to have made major legislative choices of implementing inclusive policies early on compared to other countries in the world (Göransson, Nilhom and Karlsson, 2010: 3). Similar to Australia’s situation, Sweden’s reality historically was that children were taught in special classes outside ordinary schools. After the Second World War, a Swedish government report mentioned the one-school-for-all vision, which meant considering all learners to be taught together and not to be categorised according to their abilities.

However, this took time to be implemented fully. In 1962, all children in Sweden became part of the same school system with the launch of the nine-year compulsory school system (Göransson *et al.*, 2010:4). Though the curriculum accommodated all abilities, some children were still referred to special classes. This process still encouraged stereotyping learners living with disabilities. In the early 1990s, the Swedish education system underwent profound changes just like many other countries’ education systems, including that of Namibia. In the Namibian system, it took more time for inclusive education to be implemented.

Meijer (2003:78) asserted that the current legislation in Sweden regarding comprehensive schooling encourages schools to support learners in need of special support, which should take place in regular classes and in the communities to which the learners belong. The legislation has tried to move away from the term special education in the curriculum but rather provide guidelines on how they should support the learners in need of special support. However, special schools in small groups outside the school are still in existence to serve as a form of external support (Skolverket, (1999) quoted in Haug, (1998: 47)).

Sweden has the same national curriculum in schools for all learners aged 6 to 16 and the curriculum promotes education for all children regardless of gender, class or ethnic group. The schools in Sweden have a social responsibility to educate children with differences to achieve their goals. The

schools work hard to support learners in need of support based on their background, experiences, language and knowledge to maximise their learning ability (Meijer, 2003:79). Meijer (2003:79) stated that the head teachers in Swedish schools are given overall responsibilities to ensure that the programmes in schools are focused on achieving national goals and making sure those learners in need of special support are engaged in remedial teaching. Meijer (2003:80) further noted that;

“The government decrees also prescribe the head teachers’ task in ensuring that an individual education plan is made for pupils in need of special support. The plan should be made in co-operation between teacher, pupil and his/her parents. The plan should be clear on what should be done, how it will be done and who is responsible for the work and activities and evaluations should be continuously made.”

However, if learners are not able to attain their goals in regular schools, they still have a right to apply to special education schools if the barrier to learning is severe.

Sweden’s policies on inclusive education are formulated at national and municipal level to ensure that responsibilities are distributed among stakeholders and encourage participation by all community members. Persson (2008:342) argues that goals to achieve inclusion in Sweden by allowing all learners to attend regular schools are not matched by developments in practice at school level. Jerlinder, Denmark and Gill, (2010:47) support this view by observing that “the evidence of the trend of mismatch between inclusive education aspirations and developments in practice at school level is an increase in placement of learners in special schools.” There is a lot that Namibia can learn from Sweden with regard to their commitment to implementing inclusive education.

2.10.3 Inclusive education in South Africa

South Africa is not excluded from the challenges that Namibia faced during the apartheid era because the country shares a similar history to that of Namibia. The history of apartheid played a role in the education system in which black people were disadvantaged. White people benefited from the education system in South Africa because they had more support services compared to those in black communities. The establishment of special schools also benefited white communities while black communities were excluded. The policies designed during the colonial era served white communities more than black communities.

Landsberg *et al.* (2010:17) state that the way disability was understood and managed contributed to stereotyping brought about by the separation of special learners in special schools from mainstream schools. Just as in other countries, the medical deficit model of diagnosis and treatment was applied in South Africa within the special schools setting. Learners with disabilities were diagnosed and referred for treatment in special schools. Such practices promoted discrimination towards learners with special needs (Landsberg *et al.*, 2011:18). Since 1994, South Africa’s education system has entered an era of radical change and new policies were established to guide the implementation of inclusive education. The White Paper on Education and Training of 1995 was compiled to respond to diversity and learners’ needs (Department of Education, 1995). The policy initiative included:

“(1) The culture of teaching, learning and services (COLTS) and at present the Tirisano Programme.

- (2) The National Qualifications Framework (NQF).
- (3) Curriculum 2005 based on outcomes-based education (OBE) approach.
- (4) The new language policy” (Department of Education, 1995).

The responsibility to address learning barriers and diversity in learning needs is the responsibility of school managers and the stakeholders in the Department of Education and it was committed to provide pre-service training, in-service training and professional support (Department of Education, 2001:20). The South African Schools Act (Act 84 of 1996) was promulgated and emphasises the accessibility of schools to all learners (Republic of South Africa, 1996). The Act had some weaknesses as it had a few lines that restricted learners with differences from learning together.

However, though policies were formulated, there are still challenges with regard to learning barriers that are faced in schools. These challenges could result from external or internal factors, for example learners who might lose their parents and become orphans are likely to leave school because of the stress, lack of support and their performance that is affected. Challenges, including an inflexible curriculum, poverty and stereotyping of albinos, still affect learners in South African and Namibian schools alike.

Some of the challenges could be dealt with when support systems, proper structures and community involvement are in place. The infrastructure should change in order to accommodate the diverse needs of all its people, for example a change in transport system and other infrastructure could be made to accommodate all differences of all people in the community so that all will fit into the community to promote social interaction between people.

Landsberg *et al.* (2011:19) state that the fundamental principles of inclusive education are that all learners should learn together wherever possible. UNESCO (1994:15) emphasise that every child should have a right to education and encourage governments to make education systems inclusive and to ensure that there are effective teacher education programmes. In order to support the Salamanca Statements’ (1994) aims and objectives towards the implementation of inclusive education there are support systems for effective collaborations between different stakeholders in education.

The support system works at different levels, namely national, provincial, district and school level. At national level, the duty of the national Department of Basic Education is to formulate policies which are in line with the rights of children as outlined in the Republic of South Africa Constitution’s (1996) section on human rights. No policy formulated contradicts the rights of persons. At provincial level, the nine provinces implement the policies and the provincial education departments are responsible for developing district-based support systems to support the policy implementation process (Landsberg *et al.*, 2005:63). At Provincial level, authority in each District should lobby for support to get the policy supported by the communities. In the Republic of South Africa at District Municipality level, each province has its own district and appoints the team members who are responsible for the provision of learning support in schools. At this level, teachers should give their best to accommodate all learning styles of all learners (Landsberg *et al.*, 2005:66). For all the collaborations to function effectively, they need commitment to work together to attain the same goals.

2.11 Policy post analysis and evaluation

Mqolo (2010:31) explains that “policy analysis and evaluation complete the last part and most important part in the policy process.” Policy post analysis and evaluation provides feedback on what went wrong and gives the opportunity to inform future decisions on what should be done to improve in the future. Dunn (2012:22) states that policy analyses are a multi-disciplinary inquiry which is aimed at the creation, critical assessment and communication of policy-relevant information.” The feedback obtained from the analysis will also inform policymakers about what should be improved on. Dunn (2012:320) states that “descriptive/normative and meta-ethical theories provide a foundation for evaluation in policy analysis, where evaluation refers to the production of information about the value or worth of policy outcomes.” The evaluation process will be carried out to provide reliable evidence about policy performance and the results of the findings will be analysed to measure whether the policy guidelines are being followed correctly.

2.12 System approach as a model for analysing and evaluating policies

The system approach acknowledges that the implementation in the institutions is interlinked because they depend on each other to attain institutional goals. Cloete *et al.* (2006:40) explains that the system approach is considered an important tool for policy analyses. Fox *et al.* (1991) indicate that “the model is very helpful in portraying policy process on a general and simplicity level and identifies major sub-systems and processes.” This means that when using this model it helps the researcher to identify subsystems in the schools which affect other systems in the inclusive policy implementation process.

Public policies occur at different levels, at first the public interest should be considered by identifying a problem or input. The input will be debated on before coming up with a solution or intervention. Cloete *et al.* (2006:43) explains that “the value of the system model lies in the framework that it provides, which describes the relationship between demands, the political system and the results or output in terms of stabilising the environment or triggering new demands.”

The limitation of living out some stakeholders may lead to conflict and confrontation which hinder policy performance. In this case, coordination and consultation is required to see to it that all stakeholders are involved in the planning phase. Van der Walldt & Du Toit (2003:206) define coordination “as a process which ensures that the activities of public managers and public institutions do not overlap and that all institutions and functionaries work together to achieve the objectives set by legislation.” In order to be successful, consultation should be properly done. Fox, Schwella and Wissink (1991:31) demonstrate the systematic approach to policymaking.

Figure 2.1 demonstrates how policy input is translated into policy outputs, policy statements and evaluation. This is an ideal situation of how policies are implemented in the society, using the systematic model. The model suggests that there is a need for considering input in the policy because it can influence the output of the policy. If the input quality is poor from the beginning, it will affect the output. Mqolo (2010:40) states that in order to have good output results, the input should be of good quality.

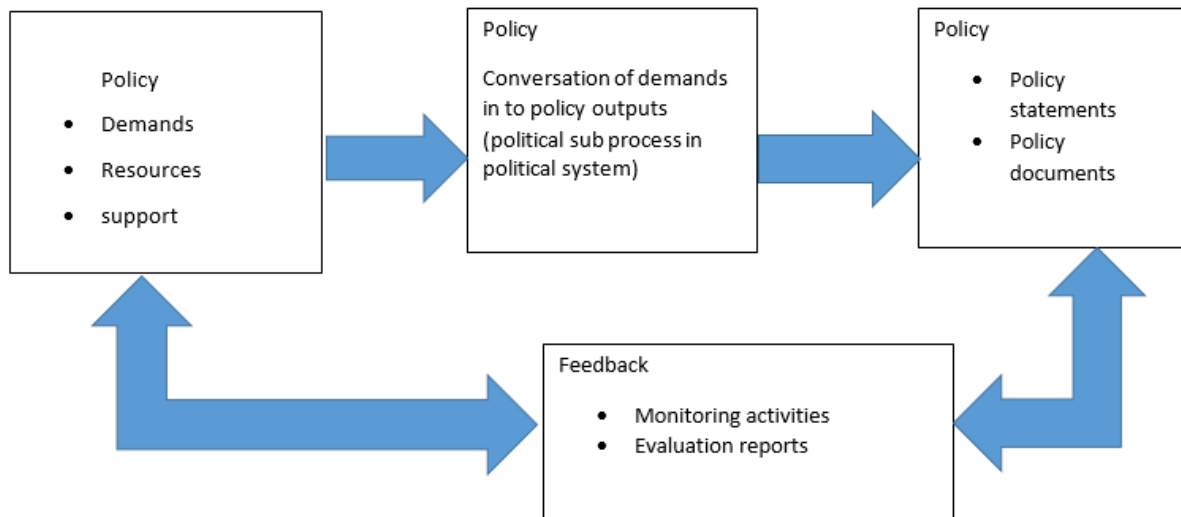


Figure 1.2 System approach

Adapted from Fox *et al.* (1991:31)

2.13 Summary

This chapter explained the theoretical framework of the study which is very important to assist the researcher understand what the relevant theories address in relation to the topic of study. Approaches were also identified with regard to how policy implementation is done, specifically top-down and bottom-up approaches which are relevant to this study. The literature review considered what other authors wrote about the process of policy implementation, most importantly by means of suggesting ways of how inclusive education policy should be implemented following different stages. It is also important to explain how other countries are implementing inclusive education in order to learn from them. Effective practices on inclusive education were discussed to establish ways of how best inclusive education can be implemented. Finally, policy analyses and evaluation methods were explained to determine ways of how best the policy could be analysed and be evaluated to ascertain if the intended objectives are met. The next chapter will focus on the case studies and what the legislation says about the topic of study.

Chapter 3 Legislative and policy context of inclusive education in Namibia

3.1 Introduction

This section explains the legislation in Namibia relevant to the study by considering the policy strategies and guidelines of the inclusive education policy. The researcher will subsequently explore the legislative aspects with regard to inclusive education. The policy implementation process will be explained in detail, i.e. how different policies are implemented and how inclusive education policy is being practised in Namibia.

3.2 Inclusive education in Namibia

As mentioned in chapter 1, Namibia was colonised by the German government from 1884 to 1915 before the South African government took over after World War One in 1920. During German colonisation, the education system was racially segregated. School became compulsory for white children and black children were left with missionaries (Dahlstrom, 2002:100). When the former South African colonial government took over Namibia, they implemented the Bantu education system which also promoted inequality. Due to intervention in 1945, the League of Nations adopted a universal declaration of human rights in education systems to promote the right of education to all children including those living with the disabilities. Kisanji (1995:25) indicates that children in Namibia could not complete school and that especially those living with disabilities were pushed out by the system because the system could not accommodate them.

Johnsen & Skjørten (2000:24) explain that religious organisations embarked on projects to build special schools and homes for the disabled children and adults in the 1960s. The lives of those living with the disabilities by that time were limited because they could not socialise with others in society. Cushner *et al.* (1996:160) state that due to a campaign launched by international human rights organisations about the segregation of the disabled from their family members, things began to change for the better. The term normalisation was introduced to ensure that children with disabilities had a chance to be taught in regular classrooms with other learners. By 1990, when Namibia was free from colonialism, the government embarked on a reform to promote the national goals of access, equity, quality and democracy to apply to all Namibian children (MINISTRY OF BASIC EDUCATION AND CULTURE, 2004:4).

The Namibian government also participated in signing agreements with other countries, specifically at the Human Rights Convention and Salamanca Statements (UNESCO, 1994). Policies such as the national policy on education for all, national gender policy, inclusive education, vulnerable children and orphans policy, teenage pregnancy policy and the policy on HIV/AIDS were developed. Policies were developed to respond to the challenges that arise in the communities and to promote the national goals, while also seeing to it that all children are educated in a less restrictive environment.

There is a commitment from the Namibian government to see to it that all children enjoy equal rights to education without any form of discrimination. It is also important to note that the past

education system affected the Namibian people in terms of their development of skills in literacy because those who were excluded from the education system are now unskilled and unable to join the job market.

Article 20 of the Namibian Constitution (1990) is clear and it states that all children will have the right to education and that primary education and secondary education are made free of charge. The Namibian government has made education a priority as 23% of its budget is allocated to the Ministry of Education (SACMEQ, 2010:11). The MoE (2008:3) notes that children experience exclusion, but in particular children in rural areas, children of farm workers, disabled children and children of minority groups. School dropout is also observed, especially among the marginalised children of the Himba and San communities (MINISTRY OF BASIC EDUCATION AND CULTURE, 2008:3). This is the reason why government has embarked on developing different policies to address exclusion in the education system by developing different policies, including the policy on inclusive education. The inclusive education policy was developed to address differences and accommodate diversity by ensuring that children with learning differences participate fully in their communities and schools.

It is important to explain the current state of inclusive education in the Namibian context and the common barriers to learning. Haitembu (2014:28) asserts that a lack of knowledge and a lack of correct information regarding inclusion remain challenges in Namibian schools, hindering the provision of inclusive education. This situation consequently affects the quality of education that should be received by learners with special needs. Haitembu (2014:30) further outlines some challenges hindering the inclusion of learners with disabilities in Namibian schools, stating that the poor quality of teacher training and teacher support and the negative attitudes of teachers toward the inclusion of these learners in the mainstream affect the inclusive education policy implementation negatively. It effectively causes the inclusive education policy to fail. Teachers should move away from negative thinking towards inclusion and rather identify learners' needs.

To understand the learning barrier, one should have an idea of what leads to learning barriers in learners. The National Committee for Education Support Service (NCES) and the National Commission on Special Needs in Education and Training (NCSNET) identify some factors that lead to barriers (NCSNET, 1997:11-16).

3.2.1 Socio-economic barriers

The people who suffered during the colonial regime suffer mostly under socio-economic barriers because they did not have a chance to finish school which means that they did not acquire skills that they can use to join the labour market (Haitembu, 2014:35). In the end, they are affected by poverty, sometimes faced with domestic violence, unemployment and ill health. These factors affect most of the children in Namibian schools.

3.2.2 Discrimination

Some children are discriminated against by their peers and some teachers, because of their religion, gender, culture, language and/or disability. This could affect them emotionally and could contribute to psychological problems that might affect their concentration in class (Haitembu, 2014:35).

3.2.3 Inflexible curriculum and lack of supportive resources

The Namibian school's curriculum does not accommodate all learners with special needs fully. The resources to support learners' needs or differences are unlikely to be found in schools (Haitembu, 2014:36). Therefore, it is difficult for teachers to know what tools and methodologies to use to support and accommodate all learners' needs.

3.2.4. Lack of parental involvement

Most of the children found in the two schools of study are either vulnerable children or orphans. The absence of parents' support can lead to emotional and psychological barriers (Lomofsky and Lazarus, 2001:311 – 312). The parents are not fully involved in the lives of their children. When parents are not involved fully, children become vulnerable and they are unlikely to function well in schools, especially when it comes to their academic performance which might be poor as a result.

3.2.5 Disability

Impairments range from children suffering from hearing impairment, visual impairment, intellectual impairment, emotional impairment, behavioural impairment and physical impairment (Haihambo *et al.*, 2010:43). All these impairments can affect learning if not dealt with carefully.

With regard to the identified barriers that might affect learning, there is a need for support services to be in place to support learners with learning barriers. Support for learners with these barriers should not only be provided in special schools but should also be provided in regular schools by equipping regular schools with the resources and necessary skills to address the barriers. The challenge experienced in the schools in this study is that the resources to support the learning barriers are limited.

It is important to note that learners may experience barriers because of various factors, including their environment and the wider community.

3.3 Inclusive education policy at different levels in Namibia

3.3.1 National level

The government has endorsed a policy of inclusive education (2013) in schools that guides the stakeholders in the education system. The inclusive education policy (2013) is committed to:

- a. "Present all learners with equal opportunities in order to build their self-worth and potential.
- b. Recognise the importance of learners' emotional and social growth.
- c. Change attitudes of the wider society through changing school cultures.
- d. Give opportunity to local communities to be educated, especially those who were previously segregated.
- e. Involve different stakeholders.
- f. Identify and reduce barriers to learning & participation that may hinder learning.

- g. Develop schools that are successful by responding to the need of learners in a positive way.
- h. Ensure all learners have access to an appropriate education that affords them the opportunity to achieve their personal potential.” (MoE, 2013:4)

In order to achieve these objectives, the government has appointed one regional counsellor for inclusive education programmes per region who coordinates inclusive education programmes in each region's schools.

Haitembu (2014:3) argues that although the policy is clear on the strategies, the extent to which regional managers of education ensure the effectiveness of implementation and provide support to teachers is not yet clear. In some cases, inclusive education is seen as a separate programme, instead of it being integrated into the school system. Hardee *et al.* (2004:28) suggested that schools should have organisational structures in place. Following this logic, the Ministry of Education gave directions for schools to appoint school counsellors. Mushandja, Haiyambo, Vergnani and Elzan (2013:62) argue that the positions of school counsellors were voluntary because teachers were asked to volunteer and take the role and later they were sent on workshops to be trained to have an understanding of the inclusive education policy. The researcher believes the reason why the Ministry of Education used this voluntary practice was to save funds.

However, the challenge with this practice is that one counsellor per school is not enough to empower others in order to carry out the policy as expected by the Ministry of Education. The policy documents were availed at the schools in order for teachers to acquaint themselves with what is expected from them. However, proper training was not done with the teachers. The Ministry of Education provides documents to all schools and some documents are made accessible on the Ministry website. The researcher is certain that the schools being studied have received the inclusive education policy documents.

The schools being studied have school counsellors in place but the training they acquired was not enough to equip them with the necessary skills. The population of learners that they deal with is too big to be dealt with by one counsellor. Training is needed to support the school fully. Zimba *et al.* (2006) quoted in Zulch-Knouwds (2010:29) argues that;

The policy in place that supports inclusive education is not all clear on how to implement it. This is because of the result in a state of affairs where inclusive education notions and initiatives were started without the appropriate training of teachers, without an adapted curriculum with adequate support, without effective learning materials and equipment, without support staff, without a change in stakeholders' attitudes and educational paradigm and without clear legislation to guide the Ministry of Education and other stakeholders on the path to provide quality education for all learners within the mainstream classroom.

In order to educate the teachers in inclusive education about the inclusive education policy, the initial change should occur at universities and colleges so that the curricula make provision for educating teachers on inclusive education programmes with the purpose of when they are employed, they will know what is expected of them. In addition, regular in-service training should be arranged regularly to ensure that teachers are on the right track.

3.3.2 Regional level

There are 13 advisory teachers that were appointed at the regional level in order to enhance educational support by training teachers in Namibia. Each region has only one advisory officer that coordinates the inclusive education programme. This makes it very challenging to manage a bigger population of learners with learning barriers. Out of those 13 regions, only two regions have special schools, namely the Khomas and Oshana.

The special schools are in place to correct the severe learning barriers faced by learners so that when these learning barriers are corrected, those learners are channelled to the mainstream. The challenge that the country has is the accessibility to those special schools, especially in the case of learners with severe problems who cannot fit into the mainstream because of their differences. Many learners are far from those areas that have special schools and have no provision to access them. In Namibia, a country faced with a high rate of unemployment, most parents cannot afford to take their children to those schools and in the end learners stay home without any form of education (Väyrynen, 2008:28).

3.3.3 School level

The Ministry has availed the policy of inclusive education to the schools through regional offices. Each school has a counsellor to support the learners with learning barriers. It is pertinent to recognise that the practicalities of adapting classrooms to accommodate the learning needs of learners with disabilities have fallen mostly to teachers (Engelbrecht, 1999:157). Teachers deal with this complex dilemma both inside and outside the classroom to deliver a curriculum which is not tailored to diverse needs. This kind of situation frustrates teachers because they need proper advice on dealing with diversity in order to cope. Engelbrecht (1999:157) suggests that it is important to support teachers in their increasingly demanding roles because some feel they did not receive sufficient training and support to deal with the challenges of identifying learning barriers and giving learners the appropriate support.

There is a need for teams in schools to collaborate to give the stakeholders an opportunity to learn from one another with regard to dealing with diversity. People who work in teams can accomplish more than individuals working alone. Teams should consist of experts who have the necessary knowledge of inclusive education, can work towards bringing change in the school environment, and can create a positive and caring educational environment. There should be a link between schools, parents and community members so that they can work towards the same goal.

3.4 International agreements on human rights, declarations and conventions

The Namibian government through the Ministry of Education has committed itself to promote the EFA goals which are equity, access, quality and democracy. In order to achieve the EFA goals in education, the integration of learners with learning difficulties should be realised in the mainstream (Zimba *et al.*, 2006). The government of Namibia has participated in different human rights agreements, declarations and conventions to promote inclusive education. The MINISTRY OF BASIC EDUCATION AND CULTURE (2008:15) states that inclusive education in Namibia is guided by the following international declarations:

- UN Convention on the Rights of the Child of 1989. The convention advocates children's right to education without any form of discrimination. It promotes human values, freedom of expression, the education of girls and participation. It further advocates for children who are marginalised and those with special needs.
- World Declaration on Education for All (Jomtien Declaration of 1990). The declaration highlights meeting the basic learning needs of all children in schools and commits to a child-centred approach to accept all differences of all children.
- UN Standard Rules on the Equalization of Opportunities for Persons with Disabilities (Rule 1 and Rule 6). Rule 1 serves as a guide and encourages the state to raise awareness in society of the rights of people living with disabilities, to know their needs as well as their abilities or potential, and to know how they, too, can contribute to society. Rule 6 emphasises equal rights to education from primary to tertiary level and aims to ensure that education of people living with disabilities should form an integral part of all educational planning, curricula and school organisations.
- Salamanca Statement and Framework for Action on Special Needs Education of 1994. It focuses on the right to education for all children with special needs regardless of their differences.
- Dakar Framework for Action (EFA Goals and Millennium Development Goals) of 2000, World Education Forum. This framework emphasises access to education which should be made free and compulsory for every child.
- The UN Convention on the Rights of Persons with Disabilities of 2006. This convention encourages offering education to people with disabilities without any form of discrimination and ensuring equal opportunities for all. Article 20 of the Namibian Constitution supports the convention where it promotes the right to education to all persons with disabilities.
- UN Decade of Disabled Persons of 1983-1992. The purpose of this decade was to “promote effective measures for prevention of disability, rehabilitation and the realisation of the goals of full participation of disabled persons in social life and development, and of equality” (UNDP, 1983:5).
- The Continental Plan of Action for the Africa Decades of Persons with Disabilities of 1999-2009. It served as a guideline to the government to achieve the goals of “full participation, equality and empowerment of people with disabilities” across the continent (CPAADPD, 1999:2).

Apart from the international conventions and declarations, the Namibian government has further developed national policies to serve as a guide in order for inclusive education to be realised, which will be discussed below (Ministry of Education, 2013).

3. 5 Policy framework on inclusive education in Namibia (Education Act of 2001)

The Namibian government through the Ministry of Education is committed to ensure that access to quality education is offered to all its citizens within the education system. In order to encourage learners to attend school, the Ministry has introduced free primary education which was extended to free secondary education in 2016. However, the government in its plans and research has taken note of some challenges that face the education system such as a lack of resources, shortage of physical facilities, especially in rural areas, and long distances to get to school in some areas (MINISTRY OF BASIC EDUCATION AND CULTURE, 2008:3). Different policies have been introduced to support and address the challenges. These policies are discussed below.

3.5.1 The Constitution of Namibia of 1990

The constitution of Namibia of 1990 is the umbrella that guides all policies in Namibia and guides different ministries in Namibia on how they should operate. The constitution of Namibia is concerned about human rights including the rights of people living with disabilities (Republic of Namibia, 1990:14). All people are equal before the law and everyone is expected to have equal rights to education, especially children from the age 6 to 16 years (Republic of Namibia, 1990:14). The government of Namibia is committed to provide primary and secondary education for free to all Namibian children and ensure that no child leaves school until they are 16 (Republic of Namibia, 1990:14). It is still observed in Namibia especially by disabled learners who drop out of school because their needs are not accommodated in the teaching and learning programmes. School dropout is still a challenge in Namibian schools. The government of Namibia is committed to provide reasonable facilities to maintain government schools (Republic of Namibia, 1990:14). The Inclusive Education policy is also in line with what is stipulated in the Constitution with regards to human rights and access to education for all children including children living with disability.

3.5.2 The Educational Act 16 of 2001

The Educational Act 16 of 2001 serves as a guide on how educational programmes in the Ministry of Education will be carried out by the employees in within the Ministry of Education. The Educational Act derived from the constitution of Namibia which means it is in line with what is stipulated in the Constitution of Namibia (1990). The Educational Act 16 of 2001 emphasises on the code of conduct of teachers in order to act professionally in the matter that they treat all learners equally without any form of discrimination or corporal punishment. It is clearly stipulated that teachers should “create a caring and nurturing environment for all learners to enable them to develop in to caring, honest and responsible adults, be aware of the imbalances that exist among learners and avoid the use of violence and discrimination among learners (MINISTRY OF BASIC EDUCATION AND CULTURE, 2001:2). Different policies in Education are guided by the Educational Act 16 of 2001 including the Inclusive Education policy of 2013.

3.5.3 National Disability Council Act of 2004

The National Policy on Disability was also realised to ensure that all children regardless of disability have the same right to education. Tshifura (2012:15) stated that provision is made for children with severe disabilities to attend special schools, however not all children have access to special schools due to distance and affordability. The challenge with access to special schools is that the schools are only based in two regions in the northern and central part of Namibia, making it difficult for all learners with severe disabilities from the other 12 regions to attend the schools due to distance. Some parents cannot afford to send their children with severe disabilities to special schools due to the costs involved and visiting them could also be challenging because they will be required to travel to see their children. Still, the policy aims to:

- Prevent or reduce the occurrence of physical, intellectual, psychical or sensory impairments and permanent functional limitation or disability;
- Assist and support persons with disabilities to reach and maintain their optimal human potential; and

- Make the various systems of society and the environment, such as services, activities, information and documentation, available and accessible to all citizens in formats they can understand, for example Braille for blind people and sign language for deaf people who use these forms of communication respectively. (MINISTRY OF BASIC EDUCATION AND CULTURE, 2004:13)

The policy is further committed to achieve in the following key areas: awareness about disability, prevention methods, early intervention, health education, treatment to those affected and accessibility to the environment for all, and access to information for all who are affected by disabilities (MINISTRY OF BASIC EDUCATION AND CULTURE, 2004:15).

3.5.4 National Curriculum of Basic Education of 2010 (as per Education Act of 2001)

The curriculum is one of the documents that are designed as an official policy to guide teaching and learning (MINISTRY OF BASIC EDUCATION AND CULTURE, 2009). The National Institute for Educational Development (NIED) responsible for the curriculum ensures that the content or guidelines are relevant to support the needs of Namibian learners in order to improve the quality of education. The curriculum document was reviewed in 2014 in order to accommodate different programmes that support the learning needs of all learners in Namibian schools. Some of the programmes include introducing vocational subjects. The curriculum is implemented in all Namibian schools and the Ministry of Education has started training school teachers in how they can implement the new programmes to support all learners in schools. The National Institute for Educational Development (NIED) that deals with curriculum design has an inclusive education officer who conducts training with school counsellors in Namibian schools. Training is done when the needs are identified by the inclusive education officer through consultation with schools.

3.5.5 National Policy Options for Educationally Marginalised Children of 2008 (as per Education Act of 2001)

The National Policy Options for Educationally Marginalised Children (NPOEMC) identified “poverty and negative attitudes towards disadvantaged sections of society as the underlying causes for educational marginalisation, in spite of the constitutional right to free education since 1990” (MINISTRY OF BASIC EDUCATION AND CULTURE, 2000:3). It was observed that poor parents could not afford to pay educational fees for their children and orphans. Furthermore, disabled children and vulnerable children were also not cared for which led to school dropout. The Educational Management Information System (2012:8) reports that the enrolment rate in the primary education phase is estimated to have improved from the early 2000s to 98.5% in 2010, 99% in 2011 and 99.7% in 2012 (EMIS, 2012:7). However, enrolment in the secondary education phase stood at 55.7% in 2010, 59% in 2011 and 57% in 2012 (EMIS, 2012:7). This is a sign that most of the learners who enrol in primary schools do not reach secondary schools at all. It is observed that the marginalised, disabled children from rural areas are the majority that drop out from school. This is worrisome.

3.5.6 National Policy on Orphans and Vulnerable Children of 2004 (as per Education Act of 2001)

The Policy on Orphans and Vulnerable Children of 2004 was developed to support vulnerable children with grants, counselling and other needs to participate fully like other learners. Learners with disabilities or special learning needs form part of those orphans and are considered to be vulnerable as well because of their impairments. The MINISTRY OF BASIC EDUCATION AND CULTURE (2008:6) defines a vulnerable child as a “child who needs care and protection”. The MINISTRY OF BASIC EDUCATION AND CULTURE (2004: ii) further explains that;

The Education Sector Policy for Orphans and Vulnerable Children extends the meaning of vulnerable children to include children with disabilities or learning difficulties, the neglected and abused, the HIV-positive, the indigenous minorities and other vulnerable children. We must admit that all children are vulnerable and the degree of their vulnerability varies and their vulnerability can happen at a blink of an eye.

The policy focuses on what is best for the Namibian child, promotes better participation, encourages collaboration with parents, encourages the inclusion of children with learning needs, makes the environment friendly for them and ensures that all children enjoy equal rights in schools and in society.

3.5.7 Ministry of Education Strategic Plan of 2012-2017 (MINISTRY OF BASIC EDUCATION AND CULTURE, 2004)

The plan advocates for equity and access when it comes to inclusive education. The Ministry has devised a strategic plan to ensure that education for all children is considered a priority by all stakeholders. The plan outlines what should be done by the implementers:

- All learners should have access to quality education which is made inclusive.
- School management should provide relevant information to the parents, learners and community they serve.
- Infrastructures should be managed and comply with the regulatory framework for the Ministry of Education in Namibia.
- School staff should partner with different stakeholders for better support.

3.5.8 National Policy for Inclusive Education of 2013 (as per Educational Act of 2001)

For the purpose of this study, the focus is on the inclusive education policy that was introduced by the Ministry of Education to address the needs of all learners and to accommodate diversity. The inclusive education policy was designed to address some of the challenges that the learners with learning difficulties are faced with. Apart from this policy, the Namibian government has committed itself to address these challenges to participate in the UN Convention on the Rights of the Child (1989). The convention promotes children’s right to be educated and also involves children in creating awareness about their right to acquire self-reliance, all in order to promote inclusive education.

The inclusive education policy is aimed “to ensure that all learners are educated in the least-restrictive education setting and in schools in their neighbourhood to the fullest extent possible” (MoE, 2013:4). In order to achieve this aim and for stakeholders to be successful, stakeholders need more resources and training. The policy is formulated to achieve these objectives, for example to extend access and provision of quality education to all learners, especially to those in disadvantaged communities, and to support learners with regard to their abilities and needs at all levels of education. In order to achieve these objectives, the stakeholders have the responsibility to identify the challenges facing the education system in order to address them.

There is a need to improve the training of teachers to acquaint them with the policy and to equip them to how to go about identifying barriers to learning and how to deal with these barriers to support learners to maximise their potential. There is encouragement for structures to be put in place to promote accountability on the policy implementation and to strengthen support from the top authority (MoE, 2013:6).

The policy on inclusive education has strategies in place that serve as a vehicle to achieve the policy objectives. The first strategy is to integrate the policy in all legal frameworks and all policies in the educational sector. This means that all policies designed for the educational sector should be in line with the inclusive education policy. The second strategy is to raise awareness among all citizens about the right to education. More rights are being emphasised, but the whole population is not reached, especially not the population in the rural areas. It is vital for government to expand the awareness campaign to cover big populations. The policy employs strategies to ensure that the national curriculum is reviewed to accommodate needs that may arise (MOE, 2013:7). The third strategy is to develop the support services. This is done through regional offices, NGOs and communities to work together to achieve policy objectives. The fourth strategy is to ensure that the educational curriculum is reviewed to accommodate diversity. The fifth strategy is to ensure that the educational services in different institutions related to inclusive education are developed. The sixth strategy is to strengthen the in-service training of all teachers, so that they are be trained in the inclusive education policy. Finally, the seventh strategy is to inform government on the progress. The advantages of monitoring and evaluating programmes are that if barriers or challenges are identified, feedback is shared within the context to help plan better for the future. Stakeholders can plan better for inclusive education if the feedback is effectively utilised.

3.6 Challenges identified by the Ministry of Education hindering the policy implementation process.

The following are challenges identified by the Ministry of Education hindering the inclusive education policy implementation process:

- Economic barriers. Policies cannot be effectively implemented if enough funds are not allocated to run planned programmes.
- Teacher education. Lack of teacher training is what limits the policy implementation to be successful.
- Negative attitudes of some implementers. All the implementers do not seem to take ownership of the policy due to a lack of understanding.
- Resources. Not all schools are fully equipped with enough resources to support the programmes.

3.7 Summary

This chapter explained the legislative framework relevant to the Namibian case study on the implementation of inclusive education. Different policies that guide and support the inclusive education policy in Namibia were also considered. The chapter further explained factors that are viewed to contribute to learning barriers in Namibian schools and Namibia's commitment to address these barriers. Furthermore, the chapter offered a discussion on the declarations Namibia has signed and conventions for human rights in which the country participated in an attempt to start addressing the aforementioned barriers. More still needs to be done with regard to improving understanding of the inclusive education policy, especially with regard to understanding by the policy users. The next chapter will discuss the research design and methodologies that were used in the study.

Chapter 4 Research methodology and data presentation, analysis and interpretation

4.1 Introduction

This chapter outlines the different methodologies used in conducting this study. The methods used were determined by the aim of the study which is to investigate the effectiveness of the policy implementation process of the inclusive education policy in the Kavango East Region. Research design and research methodology are explained as they are pertinent in mapping out the whole approach of the study, including data collection methods and data analysis methods. The context and how the sampling process was decided upon by selecting the participants to be interviewed are accordingly described. Following this, the data collection tools, namely interviews and document analysis, are explained. This explanation includes taking note of the ethical considerations and the limitations of the study.

Furthermore, the chapter explains the data that was collected during the practical research phase of the project. Data was collected to answer research questions in line with the research objectives discussed in chapter 1. The data was then categorised into themes to present what was collected from interviews and observations. The interviews were conducted with two principals from the two schools, one head of department, ten teachers and one senior education officer who stood in for the chief education officer for inclusive education in the region. The biographical information of participants is also presented in this chapter.

4.2 Research design

Babbie & Mouton (2011:72) explain that “research design addresses the planning of scientific inquiry, designing a strategy for finding out something.” The approach varies depending on what the researcher would like to study. In this case, the evaluation study of the inclusive education policy applied a qualitative approach where different techniques were used, such as interviews, observations and document analysis, to obtain qualitative data to answer the research question.

Rutman (1984) quoted in Mouton (2001:340) suggests that policy or programme evaluations consist of the use of scientific methods in order to measure the implementation process for decision-making purposes. Policy evaluations take place for different reasons such as to manage or sustain a programme. This can be done with improvement, retirement, financial accountability, quality assurance and control in mind. For this study, policy evaluation was done to determine the policy implementation and challenges being faced by the policy users (Mouton, 2001:341).

The study was conducted within the interpretive paradigm which takes the experiences of people into consideration. Cantrell (1993) quoted in Shaningwa (2007:30) indicates that the “interpretive paradigm allows the researcher to understand the situation of the phenomena being studied and interpret them, thus ascribing meaning to them within the social or cultural context of the participants.” This paradigm gave the researcher a chance to gain a better understanding of participants’ experiences on policy implementation, what they think about the policy process and make sense of their opinions. The limitation of this research design was that it limited the researcher

to focus mainly on the context being studied and the results could not be generalised. The problem of studying one context is that it might differ from other contexts and situations.

4.2.1 Qualitative research

The study is located within an interpretive paradigm, making a qualitative approach a suitable approach to help the research gain in-depth and holistic understanding of what is being studied. Babbie & Mouton (2011:270) state that “qualitative research attempts always to study human actions from the perspective of the social actors themselves.” This approach is aimed at describing and understanding the phenomenon rather than just explaining it (Babbie & Mouton, 2011:270).

The current study is qualitative in nature because it attempts to study human actions from the perspective of the social actors themselves (Babbie & Mouton, 2011:270). The qualitative approach helps the researcher to gain better understanding of people’s perception with regard to the topic of studied. During the interactions with the participants, the researcher had a chance to ask questions during interviews to determine the participants’ experience with regard to the topic of study.

Through interviews the researcher acquired an understanding and had the opportunity to interpret the information further to gain an even better understanding about what is being investigated. Meriam (1998) quoted in Shaningwa (2007:31) argues that when applying a qualitative approach, it is wise for the researcher to take note of their bias, however small. In order for the research to take place in a natural setting, the researcher visited the two schools’ environments in order to allow interactions with the participants. This qualitative approach allows the researcher to become closely familiar with participants and their circumstances.

4.2.2 Research context

The context of the study was based on two schools of the Kavango East Region. They are both secondary schools where one is located 65 km away from Rundu town and the other is located in town. They are both boarding schools with hostels. All schools in Namibia utilise the same curriculum designed by the Department of Education and all policies designed by the Ministry of Education apply to all schools in Namibia. However, in some cases, private schools are privileged to design their own policies but these should still be in line with the current legislative framework.

The structures of management in the two schools are the same where the principal serves as a head supported by heads of department (HODs) to form a management team responsible for teaching and learning programmes, including the administration of the school. The inclusive education policy is implemented by all schools in Namibia, including the schools being studied.

The researcher was interested in the extent to which the inclusive education policy is implemented. The schools consisted of hostel workers, teachers, learners, cleaners, security guards and management personnel. The study involved ten teachers, one HOD, two principals and one senior education officer for special education in the Kavango East region. The intention was to interview the chief education officer for inclusive education and more HODs but they did not avail time to be interviewed. The chief education officer was represented by the senior education officer for inclusive education. The two secondary schools were purposefully selected from a total of 6 secondary schools situated in the Kavango East Region. This was done to understand what happens

in rural settings and urban settings with regard to policy implementation and to gain better understanding of the schools' experiences.

4.3 Research Methods

This section explains the research methods used in this study, including sampling, sample size, data collection tools, data analysis, researcher ethics and limitations of the study.

4.3.1 Sampling

A population of participants is a group of people that become subjects of research interest. The group was selected based on the fact that its contribution will be valuable to the research study. Sampling is a strategy used to select participants purposefully from the whole population of the two schools to obtain information that can be generalised based on their contributions by also representing the opinions of other participants (Cohen, Manion & Morrison, 2007: 48).

The researcher used experienced teachers who have been in the system for at least five years and therefore had more insight than the new teachers about the policy implementation process for example teachers, school management and chief education officer for special education. The schools were selected on the basis of convenience because they could easily be accessed by the researcher. Le Grange (2013:100) describes purposive sampling "as an improvement on convenience sampling in that the researcher applies their experience and judgement to select cases which are representative or typical". Purposive sampling was used to help the researcher select individuals that would be able to give more information on the topic being investigated.

4.3.2 Sample size

Fourteen participants were interviewed. The participants involved five teachers per school which in the end gave a total of ten teachers from the two schools. In addition, one HOD was interviewed from one school. However, no HOD from the other school was interviewed because they were not willing to participate. One senior education officer from the Kavango East Region who represented the chief education officer for special education was interviewed. Two principals from the two schools were also interviewed. The population of participants who were interviewed is small which suits this study as it is qualitative in nature, meaning it utilises a small population to obtain data for analysis and to produce descriptive syntheses (Gay, Mills and Airasian, 2011: 8).

4.4 Data collection tools

Data was collected using the following tools: semi-structured interviews and document analysis. The research was conducted in two stages. The first stage was conducted by interviewing the senior education officer (inclusive education) for the Kavango East Region and the selected members of school management and teachers. Observations were made at the site when interviews were conducted. The second stage was conducted by analysing the policy document throughout the research process and observing the schools' physical environment.

4.4.1 Interviews

Cohen, Manion and Morrison (2007:23) state that interviews serve as a vital method to gather information. The method for gathering information is influenced by the outlined research objectives (Cohen *et al.*, 2007:32). Interviews allow for two-way communication between a researcher and participants to interact more in depth. Data was collected through the use of qualitative interviews in order to interact with the participants to shed light on what is being researched. Le Grange (2013:124) explains that interviews can be semi-structured or structured. Semi-structured interviews were used to give the participants a chance to expand more on the topic (Hitchcock & Hughes, 1995:157). Semi-structured interviews allowed the researcher to probe more by asking more follow-up questions to gather more information. These interviews further allowed two-way communication with the participants. The interaction gave a chance to the researcher to understand and interpret the perceptions and opinions of the interviewees.

Borg (1996) quoted in Shaningwa (2007:37) argues that interviews have their advantages and disadvantages. The advantages include that they give the researcher an opportunity to gain in-depth understanding of the study and interact with the participants. The disadvantages, in turn, include that they are prone to subjectivity and could entail bias on the part of the researcher conducting the interviews. The advantage of interviews for this study was that they gave the researcher a chance to follow up with questions when respondents were not clear on certain questions.

Cohen *et al.* (2007:23) state that there are always limitations when using interviews as a method in research, namely invalidity and bias. These limitations can be influenced by the researcher's views of the participants' opinions and the preconceived notion on the side of the researcher (interviewer) towards what the participants is asked. The bias was minimised by taking it into consideration to gain greater validity of information collected.

Semi-structured questions allowed the respondent to express their views. They also gained freedom to emphasise more on the topic of study, unlike structured interviews which limit respondents to the subject of study.

4.4.2 Documents analysis

De Vos (2005:55) refer to document analysis as the analysis of "any written documents or materials that contain information about the phenomenon that is being researched." Document analysis is important as it helps to understand the link between the policy guidelines and the policy implementation process in the schools of study.

The policy on inclusive education of 2013 is considered throughout this study to have an understanding of what is expected from the users during the implementation process and to determine if the policy guidelines are closely followed as stated. Bells (1993) quoted in Shaningwa (2007:48) supports the use of document analysis to analyse educational programmes/policies to gain better evidence of what is being investigated. The policy document on inclusive education was used as a link to what is written on inclusive education and what actually happens in the working environment in the two schools. The document analysis gave the researcher an understanding of what is expected from the policy users.

The document was scrutinised and analysed to verify what is happening in the selected schools with regard to the implementation of the inclusive education policy as a means to generalise to other Namibian schools.

4.4.3 Observation

McMillan and Schumacher (2006:437) state that field observations entail observing how participants interact with one another in their context. This allowed the researcher to take note of everything related to the physical environment and interaction of participants with the learners without becoming a participant. Observation was partly done just to have an idea of the physical environment and to determine if it is in line with the policy requirement which encourages the accommodation of all learners in schools regardless of their differences (Appendix 7). Observation gave the researcher a chance to walk around the schools' premises and take pictures of the physical environment to see if the schools' facilities are accommodative to all learners (Appendix 7).

4.5 Data analysis and interpretation

Data presented in the study was reduced to a manageable size, summarised and evaluated for patterns or relationships among the categories. In this study, data collected was analysed by first listening to the recordings and then transcribing the recordings which were collected through interviews. The transcribed interviews were read to compare with handwritten notes which would be used as a backup in case of inconveniences that might arise (e.g. tape failure). The data was categorised into themes or patterns. In order for the study not to lose focus, the themes are linked to the research question to ensure that the study is in line with the objectives and research question.

The themes are categorised into topics. Open coding is used where related topics are assigned to one category. Findings were interpreted in order to make sense of them and to determine the meanings of perceptions and experiences. Findings obtained from document analysis and observations were interpreted to make sense of what is expected from the policy document and what happens during the policy implementation process. Finally, in this study, the findings are presented in a narrative/descriptive way with the support of some direct quotations obtained from the raw data.

4.6 Research ethics

Schulze (2002) quoted in Tshifura (2012:101) states that "[t]he ethical measures are principles which the researcher should bind him/her with." Approval from the relevant authorities was first sought in accordance with ethical considerations. Stellenbosch University was approached to obtain ethical clearance and permission was obtained from the regional education office of the Kavango East Region and the schools used in this study before collecting any data.

During the data collection, the participants were given adequate information about the research aims and objectives to allow them time to make a decision about whether they could still participate in the research. Consent letters were given to the participants. They were allowed time to complete these letters and it was made clear to them that their participation would be voluntary. These aspects helped participants make informed decisions about their participation. The participants were also assured that their real names would not be used in the research to protect their identities and all

their personal information would be kept confidential. Therefore, participation was voluntary and the participants knew what they were engaging in.

4.7 Research findings and objectives

The findings are based on the research question mentioned in chapter one, in order to achieve the research objectives which were applied. The practical research addressed the following objectives. The first objective which is addressed in this chapter is to explain how inclusive education policy is being implemented in the identified schools. The above mentioned objective was addressed through interviews where the respondents explained on how the policy is being implemented in their schools. The policy document of inclusive education helped the researcher to understand on how the policy should be implemented and what supposed to be in place to effectively implement the policy.

The second objective had to explore the challenges that implementers encounter during the implementation process and establish the factors that contribute to the problems that implementers are faced with. Through interviews the respondents managed to share their views based on their challenges faced when they implement the policy and what causes those challenges. Through observations the researcher was able to see if the physical environment in the two schools were user friendly to accommodate different disability. The third object aimed at explaining ways in which the problems faced by the respondents can be overcome and explore different learning support programmes used in the two schools of study. The respondents gave their suggestions on what they felt should be done.

4.8 Biographical information

4.8.1 Background information of participants

The information of the participants who were interviewed is presented below. The researcher finds it pertinent to present the background information of participants to understand what kind of people the researcher interacted with.

Table 4.1 Background information of participants

School	Participant	Gender	Academic Qualification	Years of experience
School A	Principal 1	M	Diploma + 1-year certificate	More than 10
	Teacher 1	M	Bachelor of Education	Fewer than 5
	Teacher 2	F	Diploma + 1-year certificate	More than 5
	Teacher 3	M	Bachelor of Education	Fewer than 5
	Teacher 4	F	Bachelor of Education	More than 5

	Teacher 5	F	Bachelor of Education	Fewer than 5
School B	Principal 2	F	Bachelor of Education	More than 10
	Teacher 1	F	Bachelor of Education	More than 5
	Teacher 2	F	Bachelor of Education	More than 5
	Teacher 3	M	Bachelor of Education	Fewer than 5
	Teacher 4	F	Diploma + 1-year certificate	More than 10
	Teacher 5	F	Diploma in Education	More than 10
	Head of Department 1	M	Bachelor of Education	More than 10
Regional office of education	Senior education officer for inclusive education (S1)	M	Bachelor of Education	More than 5

The information in Table 4.1 shows the participants' qualifications, gender and years of experience in the teaching profession. Both principals from the two schools were well qualified and had more than ten years teaching experience. The first principal was, however, still only acting in his position at the time the interview was conducted. The head of department for school B was also well qualified with a Bachelor Education Degree but there was no head of department who was interviewed in school A because they were not available by the time that interviews were conducted.

The teachers in the two schools had teaching diplomas and Bachelor Education Degrees which indicate that they are qualified for their jobs and those who had diplomas had an additional certificate in education. Only one teacher in school B had only a Diploma in Education without any additional certificate. None of the participants were employed on a temporary basis or were unqualified. This is a good indication that all participants were in a position to understand the inclusive education policy implementation process. Finally, the researcher considered gender when selecting participants even though staff members were not well balanced in terms of gender in school B. However, the researcher managed to strike a balance in terms of gender in school A.

4.8.2 Interview schedule

The researcher used different methods to obtain information from the two schools, namely interviews, observations and document analysis. Interviews were used to inquire about policy implementation and its effectiveness at the two schools, including challenges the participants face. The physical environment was observed to obtain information about the resources available and physical structures or buildings with regard to whether they are accommodative enough to meet the

needs of all learners as stated in the policy. Document analysis was also used in order to analyse the document and relate it to what is being implemented and determine if the implementation is in line with the policy guidelines. All interviews were recorded and at a later stage the researcher had to transcribe them by listening to the recordings and added the consequent transcriptions to the notes taken during the interviews. This was done to save time and also not to miss out on important information. The researcher took pictures of the school buildings to show the facilities that are available to accommodate learners with disabilities.

Due to confidentiality, participants' names were not mentioned. Instead, open coding was used by referring to participants by means of numbers. This protects their identity. This method was communicated to the participants for them to feel free to voice their views. The main findings gathered from the participants are shown in tables 4.2-4.9.

4.9 Data presentation

The discussion of the data and research findings are explained under the following themes:

1. Implementation of the inclusive education policy in the two schools.
2. Challenges faced by the implementers.
3. Availability of the inclusive education policy document at the schools.
4. Strategies used to support learners with learning barriers in line with policy guidelines.
5. Availability of human resources at the schools.
6. Adaptation of the physical environments.
7. Different support received from external communities.
8. Effectiveness of the inclusive education policy in the schools.
9. Participants' suggestions and recommendations.

4.9.1 Implementation of the inclusive education policy in the two schools

For this theme, the question posed to respondents was: "How is the inclusive education policy carried out in the school?" The researcher wanted to know the ways in which the policy for inclusive education is being implemented in the two schools.

Table 4.2 Implementation of the inclusive education policy

School A	Participants	Responses
	P1	The principal said that learners are admitted without any form of discrimination and teachers are also encouraged during staff briefings to treat all learners equally.
	T1, T2, T3, T4 & T5	They indicated that learners at the school are admitted inclusively without any discrimination. The school does not discriminate against learners based on their race, gender, ability economic status and disability When it comes to admission; learners with different needs are all accommodated in the same classroom.

School B	P2	<p>“We have learners who are visually impaired and we are integrating them into mainstream. Some are totally blind and some are partially blind. We started with Grade 8 and one deaf learner is in Grade 10.”</p> <p>The principal further indicated that they have slow and fast learners but the learners are all taught in one class. Teachers provide compensatory teaching to the slow learners, sometimes in the afternoon, by teaching them separately. It was also stated that they implement the policy by ensuring that those who have visual and hearing problems are requested to sit in front and when giving work, the font size is enlarged to accommodate the visually impaired learners. As for the hearing-impaired learners, they are given handouts during the lesson.</p>
	T1, T2, T3, T4, T5 H1	<p>Most of the respondents at the school stated that they do not register a lot of learners at the special unit because parents sometimes do not allow their kids to come to school. Special units are special classes for learners with learning barriers who are not yet mainstreamed. However, the school conducts campaigns in the community to create awareness of different disabilities and the rights of the learners living with disabilities to be educated with their peers.</p>

The responses at school A related primarily to the school’s commitment not to discriminate against learners with disabilities as far as admission is concerned. The responses further related to the accommodation of learners with different needs in the same classroom and also to how students are treated equally by teachers. School B indicated that they accommodate learners with different types of learning needs and how they make provision for accommodating these learners. The findings validate what the policy on inclusive education of 2013 emphasises, namely ensuring that all children in Namibia are educated in schools of their choice without any form of discrimination (MoE, 2013). The respondents of both schools confirmed that they admit all learners regardless of their differences. From the responses, it is clear that the schools adhere to the policy requirement of not denying learners with disabilities or special learning needs access. However, it also has to be determined whether the teaching approaches and the physical environment are conducive to inclusive education requirements. The policy is not only concerned with admission but it aims to achieve certain outcomes such as ensuring the implementers see to it that there is an increase in participation, ensuring the securing of learners’ identity, and reducing learning barriers that hinder learners (MoE, 2013:6). However, the policy is not clear on what should be done when learners

with different special needs are admitted and what the implementers should do when a need arises. The next question posed to respondents aimed to explore the challenges schools experience in this regard.

4.9.2 Challenges faced by the implementers

For this theme, the question was asked: “What are the challenges with regard to the implementation process of the inclusive education policy at your school?” The focus here was to determine what problems are experienced by the implementers when they implement the inclusive education policy and the contributing factors they have identified in this regard.

Table 4.3 Challenges identified by implementers

School A	Participants	Responses
	P1	The principal emphasised that it was not easy for them to identify learners with special needs until they noticed learners failing a grade repeatedly. In addition, the principal noted that there were no teachers to deal with the barriers due to a lack of training in that area and in the end learners were disadvantaged.
	T2	Teacher 2 stated that no attention was paid to special learners, especially slow learners, because they lacked skills on how to handle and accommodate them.
	T3, T4 & T5	Teachers 3, 4 and 5 stated that it was time-consuming to deal with learners with special needs, especially when giving extra work, and those teachers dealing with learners with special needs are required to give feedback which is time-consuming. The school does not have enough resources to accommodate learning barriers and lack staff members to deal with the learning needs of learners. It is also difficult to identify learners with special needs.
School B	P2	The principal stated that there is a challenge of manpower. Especially when using Braille materials, there is only one person who has the necessary knowledge about how to use the Braille machine to Braille some work and they needed an expert to help them develop materials for deaf learners.
	T1	Teacher 1 indicated that policy implementation draws their work backwards where they need to give extra work to learners obtaining zero in given tasks which is seen to be time-consuming because extra work means more marking. She further stated that they received no training in the

		inclusive education policy and therefore they did not know how to handle blind learners which was seen as a problem.
	T2, T3 & H1	They indicated that it was time-consuming to work with special needs learners and that there was also no time to give feedback.
	T4	Teacher 4 outlined some of the challenges which relate to A3 paper which is sometimes not available at the school but which is used for enlarging activities for the visually impaired learners. Therefore, they are forced to use the same textbooks used for normal learners.
	T5	Teacher 5 explained that most of the disabled learners according to their observations were vulnerable because they did not have proper clean clothes and they did not have national documents, for example birth certificates. This is the situation because most of them were not taken care of by their biological parents but rather stayed with other external family members (e.g. grandparents). This is especially true for albinos.
Regional office	S1	The officer explained that there is no inclusive education officer in the region to facilitate programmes and offer support. Most of the work is carried out by school counsellors and sometimes volunteers. He further outlined that some members come to help from the head office but that it is not enough. They also have learners at schools with special units where they try to recruit interpreters to help with deaf learners.

Here, challenges identified by the respondents centre around lack of training and support in terms of early identification of learners with special needs as well as lack of training in terms of teaching and learning approaches and methods that accommodate learners with special needs in inclusive classrooms. This leads to learners with special needs either being not accommodated at all or learning needs being inappropriately addressed. Where teachers are attempting to accommodate learners with special learning needs, it is regarded as extra work which is time-consuming.

Another challenge is that of appropriate teaching and learning aids, e.g. A3 paper and textbooks for visually impaired students, knowledge on how to use Braille machines, appropriate materials for hearing-impaired learners. It is evident that most of the teachers lack knowledge of the policy guidelines because they were not trained. Furthermore, a lack of resources in the school persists, little support is received from regional education management and a lack of commitment from some staff members occurs.

4.9.3 Availability of the inclusive education policy document at the schools

This theme is aimed at determining whether the school has the policy document and if the implementers were of the opinion that something was lacking in the policy guidelines. The aim was to determine if the respondents knew what the policy intends to address and if there were any policy gaps, which links to the first objective about how the teachers implement the policy at their respective schools.

Table 4.4 Availability of the inclusive education policy document

School A	Participants	Responses
	P1	“I have read the policy but was not trained. Identification of learning barriers is also another challenge not stated in the policy. Other schools do not communicate when learners move from one school to another on what the challenges are with regards to learning difficulties.”
	T1, T2, T3 & T5	They indicated that they have read the policy but were not sure about how the policy should be implemented because the policy guidelines were not clear on where to get support when they faced difficulties. Some indicated that they lacked the policy knowledge due to a lack of training by the Ministry of Education.
	T4	Teacher 4 indicated that the policy does not offer psychological support to teachers and is not clear about where to go and get support when a need arises.
School B	P2	The principal stated that the policy guidelines do not explain how teachers will identify learners with special needs; therefore, in the end, everyone implements the policy in their own way. No clear guidelines about what they should do or resources are provided to the schools.
	T3 & H1	They have read the policy but do not implement the policy very well because input from stakeholders is lacking and parents’ involvement is very little.
	T2 & T1	“Have not read the policy.”
	T4	Teacher 4 indicated that she has not the read the policy; it is just filed.

	T5	Teacher 5 has read the policy.
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It was evident from the respondents that they had the policy document for inclusive education even though some respondents indicated that they have seen it but never read it. The Ministry of Education through regional education offices have availed policy documents to the schools of study. For those who have read the policy, the shortcomings identified linked directly to the challenges mentioned under the previous theme. These shortcomings include:

- a) The policy does not indicate how learners with special needs should be identified and what information should be conveyed when a learner moves from one school to another;
- b) Teachers have not received any training in terms of how to adapt their classrooms and practices for inclusive education and how to implement the policy effectively;
- c) Support from the Ministry of Education is lacking in terms of psychological support for teachers, training prior to and during implementation, and provision of teaching aids and other materials required; and
- d) Awareness and understanding on the part of parents are lacking; therefore, a lack of support from parents exists.

4.9.4 Strategies used to support learners with learning barriers in line with policy guidelines

The following question was addressed: “Within the classroom, what alternative teaching methods and devices are used in order to support learning barriers?” The question helped to discuss best practices for implementing inclusive education in the two schools.

Table 4.5 Different strategies used for support

School A	Participants	Responses
	P1	He noted that some teachers give extra activities to learners with learning barriers, especially to those with spelling problems. They had a case of a learner with severe spelling problems. They try to assist this learner as well. An organisation called FAWENA assists them to buy spectacles for learners with eye problems. The Ministry of Health assists as well by referring learners to psychologists. It is also not easy to identify the learners with learning barriers unless they fail repeatedly and no teachers could deal with their learning barriers.
	T1	“Learners are always called in to be advised, especially those with spelling problems. We give less support.”
	T2	Teacher 2 states that no attention is given to learners with special needs.

	T3	“Normal teaching takes place because of lack of skills to deal with those learners.”
	T4	Teacher 4 noted that they support learners by finding out about their backgrounds and refer them to a school. Counsellors do counselling especially with learners who perform below average. Learners are also grouped together by mixing slow and fast learners.
	T5	Teacher 5 noted that posters were provided in classrooms and images were displayed. Handouts are given to those with visual problems. These handouts contain enlarged words to accommodate the learning needs of the learners with sight problems. Learners with sight problems are also moved to the front of the class.
School B	P 2	The principal indicated that they visited some schools to learn from them about how the policy is being implemented. As for slow learners, nothing much was done to help them because they were difficult to detect. Magnifier and special laptops were used to support learners with learning barriers at school B. However, it was seen to be a challenge because those types of laptops could distract other learners due to the noise they make when using them. It was also difficult to carry those laptops from one class to another. It was the duty of teachers to encourage other learners to help learners with physical disabilities to move from one point to another and the other learners helped others willingly.
	T1 & T3	They indicated that they also use oral assessment for the learners with sight problems. They further indicated they were helping learners through trial-and-error methods because they were not trained; therefore, there were no learning support programmes at the two schools.
	T2	“Below-average learners are given extra work repeatedly and teachers tried to prepare their lessons in advance.”
	T4	“We assist with enlarging letters and print on A3 papers. We also use different teaching aids and those with visual impairments sit closer to the chalkboard.”
	H1	They use Braille books to assist the blind.
Regional education office	S 1	The officer stated that it was difficult to oversee that the policy is well implemented but the regional education office does go and do assessments when they are needed at schools.

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The Ministry of Education (2013) defines learning support as when teachers use different strategies and different methods to accommodate learners' differences. Elof (2003:3) quoted in Landsberg *et al.* (2011:3) relates learning support to remedial teaching.

Landsberg *et al.* (2011:54) confirm the above findings and further explain that learning support should be acknowledged by recognising learners' potential to grow and learn at their own pace by using different strategies including using different learning styles of their choice to reach their goals. The findings clearly show that teachers are using trial-and-error methods to support the learners. The resources are also not enough for them to support those learners. Training is needed in this regard so that the identification of learners with learning barriers is properly done by teachers rather than relying on evidence of learners who repeat grades two to three times.

4.9.5 Availability of human resources at the schools

The focus was to determine if the two schools had enough human resources to deal with the learning difficulties that learners experience.

Table 4.6 Human resources at the two schools

School A	Participants	Responses
	P1	"There are not enough human resources." He further indicated that even if they had human power, extra training in inclusive education policy lacked, therefore they required skills in that area. "One life skills teacher is just not enough for all learners."
	T1, T3 & T5	They indicated that they do not have enough human resources at the school and classes are overcrowded, making it difficult for them to pay attention to learners' learning difficulties.
	T2	"We do not have caretakers to look after the learners with special needs and we only have one life skills teacher who happens to be the school counsellor. It is too much for him to handle all learners."
	T4	Teacher 4 indicated that they need specialists at the school because it is not easy to identify learning barriers. She gave examples of epileptic learners that are also difficult to handle when they collapse during lessons. Teachers are

		forced to leave the lesson and attend to one learner and others are abandoned.
	T5	Teacher 5 outlined that the way the school is built also restricts learners with disabilities and therefore they needed support. The identification of special learners was also seen as a challenge.
School B	P2	The principal explained that some learning difficulties go undetected and learners end up failing due to learning difficulties.
	T1	Teacher 1 indicated that the staff members are not enough. The teachers also require extra training.
	T4	Teacher 4 noted that some teachers did not study inclusive education at university, making it difficult for them. He further stated that they have temporary teachers at their school who are not qualified to teach, therefore they just teach without any consideration of identifying learners with special needs because they do not know how to identify them at all.
	T2, T3 & T5	These teachers indicated that there are not enough human resources.
	H1	The respondent indicated that the staff members are not enough. They need a coordinator to help with the programme. He further indicated that they need interpreters to coordinate with teachers and learners who are deaf to help interpret them for one another.
Regional Education office	S1	“There is no manpower; there is a shortage of teachers. That’s why some want to resign because there is too much work, especially the ones working with the visual (sic) impaired.”

The responses indicate that there are generally not enough teachers at the schools and definitely a lack of teachers trained in dealing with learning barriers. This makes it difficult for existing staff to address the needs of learners requiring special attention. When attempts are made to provide this special attention, the other learners are neglected. Many of the staff at the schools are subsequently overworked, which further places a burden on the staff turnover rates with existing teachers wanting to quit. It is clear from the responses that although the number of staff members and the student-

teacher ratio is problematic, just appointing more staff, without sufficiently training staff in how to implement the policy, will not address the problems and challenges that implementers are experiencing.

The Ministry of Education (2013:10) indicates in the policy outcomes that they are committed to train all teaching staff members in differentiated instruction and learning support provision. The teachers of the two schools did not receive the training which was outlined in the policy, making it difficult for them to cope with the policy implementation process. The policy outcomes indicate that the Ministry is committed to provide paramedical staff, for example speech/language therapists, social workers and caretakers, and teacher assistants/facilitators, who are trained in order to support schools in need (MoE, 2013:10). The schools under study did not receive the above-mentioned paramedical staff and they are also in need of teacher assistants and caretakers.

4.9.6 Adaptation of the physical environments

The focus for this theme was to find out how the school facilities and infrastructure were adapted to accommodate learners with different disabilities. The question helped to determine the challenges that they have with regard to physical resources and whether these were available at the two schools to accommodate different disability.

Table 4.7 Adaptation of the physical environment

School A	Participants	Responses
	P1	The principal noted that the connections of the interlocks were only partly covered and learners could not access the hostel from the dining hall using wheelchairs.
	T1, T2, T3, T4 & T5	They indicated that there are toilets and interlocks that accommodated learners with disabilities, especially those in wheelchairs, though not all areas were covered.
School B	P2	The principal indicated that they had to return some learners who were wheelchair bound because they could not access all areas at the school. Learners at school B from the special unit could not access some areas of the mainstream. However, toilets for the wheelchair-bound learners were available.
	T1, T2, T3, T4 & T5	They had toilets and not all areas were covered with interlocks.
	H1	The school's initial plan was not aimed at the disabled learners which is why the facilities were not friendly enough to them. A little renovation was done at the school to accommodate learners with special needs.

Regional education office	S1	“Some schools were conducive but some not because they were initially built for normal learners.”
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It is evident that the two schools are not fully equipped with the physical facilities. The lack of these facilities serves as a stumbling block to the schools. This means that some learners cannot be registered at the schools due to a lack of resources. However, school B had better resources than school A in terms of the corridors and general wheelchair access. The Ministry of Education (2013:11) states that they will see to it that “physical planners are capacitated to plan, renovate and construct accessible disabled and child-friendly facilities.” The schools under study have been renovated partly to accommodate some disabilities but not all differences can be accommodated at all schools.

4.9.7 Different support received from external communities

The main focus for this theme was to determine the role that community members (parents, businesses and other organisations or stakeholders) play in order to support the two schools. The question helped address the objective which was aimed at determining the support that the schools receive.

Table 4.8 Support from stakeholders

School A	Participants	Responses
	P1	“We receive support from the regional office and other NGOs.”
	T1	Teacher 1 noted that they received a donation for computers and funds but not specifically for the special learners but for the whole school. Learners have school clubs where they support themselves.
	T2 & T3	“FAWENA supports learners in the form of glasses for those with eye problems and the Ministry of Health does operations as well for those who are referred. Parents also provide information about their kids.”
	T4	“Parents are also helpful with giving the medical background of the kids.”
	T5	Teacher 5 noted that life skills teachers were trained by the Ministry of Education.
School B	P1	The principal stated that stakeholders, including the Millennium Challenge Account (MCA), provided funds to be used to buy Braille machines, though some stakeholders visited the school but never came back to give support.

		Some parents were seen to neglect their kids though some provided basic needs. The Ministry of Education supports the vulnerable children in terms of grants which are N\$250.00 per child monthly but only for those who have Namibian birth certificates.
	T1 & T4	They indicated that they did not know of any support, especially from the regional education office.
	T2	“I am not sure.”
	T3	Teacher 3 noted that a local shop supported the school by donating N\$5000 once.
	T5	“Not really, because the funds are not enough at all to support the kids’ needs and the kids are vulnerable. Some community members supported with clothing and blankets.”
	H1	“Yes, we received some Braille books for the visually impaired. The support is not enough though.”
Regional education office	S1	The regional officer notes that they conducted training for life skills teachers and visited schools sometimes, especially the special units with deaf children. He further stated that their office (regional education office) supports schools by visiting them in the region and having meetings. They also provide some material when a need arises (e.g. Braille textbooks). The Red Cross provides clothing to some vulnerable children in the region. The regional office also arranged transport for the disabled learners during holidays from school to their homes.

It was indicated at school A that small donations have been made by external role players but that these funds were not only meant for learners with impairment but were for all learners. Therefore, it was the responsibility of school management to decide on how to use the funds.

The Ministry of Education provided support to the schools in the form of funds as well. The Ministry of Health, in turn, provided support by treating the learners who were in need and who were referred by the regional education office through the school counsellor. Some organisations provided spectacles to learners with visual problems. Although it is evident that the schools received some support from different stakeholders, i.e. funds, books, glasses and support from the regional office, it is not sufficient to address all the needs experienced.

The bio-ecological model of human development supports this kind of aid and states that no human operates in a vacuum. Instead, they are influenced by different systems around them, namely their

family, their environment, the school in which they learn, and the community in which they live (Landsberg *et al.*, 2011). These types of systems to which they belong can influence their abilities and potential either in a positive or a negative way (Bronfenbrenner, (1995) quoted in Landsberg *et al.*, 2011). Hardee *et al.* (2004:8) states that for policy implementation to be a success there is a need for stakeholder buy-in to assign stakeholders the responsibility to own the programme.

This means that the support which learners can receive from different systems can help them maximise their potential in schools so that they learn better especially when they have basic needs provided for by the parents, have loving teachers who listen to them and have community members who do not discriminate against them (Landsberg *et al.*, 2011). It is clear in the policy that the Ministry of Education aims to ensure that “communities are capacitated to support inclusive education and communities are well informed where to report educational institutions and educators who discriminate against the disabled and vulnerable children” (MoE, 2013:8).

Landsberg *et al.* (2011:10) explain that schools, community members and other stakeholders are part of the education system. They cannot be separated from challenges that schools are faced with, including social issues and learning barriers, because they form part of the system (Landsberg *et al.*, 2011:10). The system approach is vital in this regard.

4.9.8 Effectiveness of the inclusive education policy in the schools

It was pertinent to find out from the respondents if the policy is being implemented effectively. This question helped the researcher to use different approaches to analyse the current state of the policy of inclusive education and whether the participants were implementing it effectively.

Table 4.9 Inclusive education policy effectiveness

School A	Participants	Responses
	P1	He said it is not easy to judge because not everything stated in the policy is being implemented.
	T1	Teacher 1 noted that some teachers were posing negative comments to learners with special needs such as that they are supposed to sit at home and question them on how they even passed the previous grade while other learners did not. Instead of inquiring about learners' backgrounds, they stereotyped them.
	T2	Teacher 2 indicated that the policy is not effective because the learners are disadvantaged. Some learners repeat five times but no one bothers to find out why.
	T3 & T5	They indicated that the policy implementation process was not effective because there was not time to give extra classes and extra work and then assess the work.

	T4	Teacher 4 stated that it was indicated that it was partly effective because not all learners perform at the same level.
School B	P1	“We try but some learners drop out because they are not catered for. However, I tried to send the learner to the social worker to be spoken to.”
	T1 & T3	They stated that policy is not effective because not all learners are accommodated in the lesson due to lack of facilities.
	T2	“We are not trained for that setup.”
	T3	The implementation is a problem because input from stakeholders is not there for the schools.
	T4	“It’s not effective because we stick to the traditional ways of doing things or teaching.”
	T5	“It’s not effective because overcrowding is a challenge.”
	H1	He said the policy is not effective because all things were considered not to be in place to meet the learners’ expectations. Teachers cannot read Braille materials.
Regional education office	S1	The officer stated that the policy is there but that there are no clear guidelines on how it should be implemented. There is no one to spearhead it.

Most of the respondents from the two schools indicated that the policy implementation process was not effective because they were not trained. Teachers stick to the traditional ways of doing things, assuming learners understood what was being taught in class. Lack of funds was also a challenge to buy materials, especially textbooks and A3 paper to enlarge work.

4.9.9 Participants’ suggestions and recommendations

The researcher wanted the respondents to give their views pertaining to the challenges that they encountered in order to suggest ways in which the problems could be overcome. The question was in line with the last objective in chapter 1.

Respondents at both schools stated that there is a need for training teachers about the policy. They all indicated that the schools should be upgraded to accommodate learners’ disabilities. There is also a need to recruit experts to assist learners with special needs. The respondents at school B stated that in order to fully implement the policy, there should be strong stakeholders in place to

support schools. They further noted that more funding is needed. Some respondents at both schools were of the opinion that separate schools should be built for learners with disabilities and those learners who complete Grade 12 should be used to serve as role models for others to follow suit. Some respondents at school B stated that learners living with disabilities are discriminated against and that it therefore is good for government to create awareness in the community to assist them and also encourage learners with impairments to go register at nearby schools. Respondent S1 stated that government should recruit inclusive education officers in the region to run programmes and help the schools to implement the policy effectively. Respondent T1 at school A said that government only sends policy documents to schools and principals are requested to read them to staff members. As a result, in the end, there was no one to create awareness to make teachers own the policy. Respondent T1 at school A further indicated that teachers needed exposure to the policy because they were not ready to teach learners with special needs. He further suggested employing more school counsellors who are trained in inclusive education policy.

One respondent at school A suggested that schools needed caretakers to take care of learners with disabilities and that materials were needed to support them. Respondents at school A stated that the Ministry of Education should do consultation with teachers when dealing with policy implementation in order to get the voices of the implementers and their suggestions. Respondent P1 at school A suggested that learners should be grouped according to their disabilities where blind learners will have their own school and have their own teachers trained in that area. Hardee *et al.* (2004:30) suggest that when dealing with policy implementation, there is a need to lobby for the policy to get accepted by implementers for it to gain supportive structures that will see to it that it is implemented effectively. This will include a system to assess and monitor the implementation process to assess progress in order to give proper feedback.

4.10 Observations

Data collected from observations was used to determine the adaptation of the physical environment to accommodate children with disabilities of all kinds. The researcher observed the environment physically and it was found out that both schools had toilets that accommodated learners with wheelchairs and those who were partly blind. The bathrooms were therefore adapted to accommodate the disabilities of learners.

The stoop had interlocks which made it easier for learners to utilise though some were still helped by other learners to move from point A to point B. Observation gave the researcher a chance to walk around the schools' premises and take pictures of the physical environment to see if the schools' facilities are accommodative to all learners.

McMillan & Schumacher (2001:437) state that field observations entail observing how participants interact with one another in their context. In school A, the interlocks did not connect from the hostel to the dining hall, making it difficult for learners in wheelchairs to access the dining hall. In school B, part of the school ground was not covered with interlocks and at some point the walking passage was too long, making it difficult for those who could not see well.

4.11 Document analysis

De Vos (2005:40) refers to document analysis as one way of analysing written materials which contain information being studied. The policy of inclusive education in this case was studied throughout the research process to gain an understanding of what was expected from the implementers, what the policy intends to do and what the policy wants to achieve. The inclusive education policy's main vision states that all Namibian children should learn and participate fully in schools referred to as mainstream schools. The inclusive education policy's mission is to "create an enabling, supporting environment in every school for all learners and teachers" (MoE, 2013:1).

The inclusive education policy aims to ensure that all learners in Namibian schools are educated in a less restrictive educational setting and should attend school in their neighbourhood (MoE, 2013:4). This gives the learners the opportunity to interact in their community instead of sending them to special schools that are far from their home. The inclusive education policy states that it intends to expand access, provision of quality education and also support of learners' abilities at all levels. It further suggests strategies which serve as a vehicle in achieving the following objectives:

- "Integrate the sector policy on inclusive education into all other legal frameworks and policies of the education sector.
- Raise awareness of the constitutional right to education and foster attitudinal change.
- Support institutional development by developing human and instructional resources.
- Review the National Curriculum for Basic Education to reflect the diversity of learning needs of all learners.
- Widen and develop educational support services.
- Develop teacher education and training for paramedical and support staff.
- Strengthen and widen in-service training for stakeholders.
- Develop a mechanism for monitoring and evaluating the implementation of the Sector Policy on inclusive education." (MoE, 2013:7)

The strategies serve as a guide on what the policy wants to achieve. These policy strategies have the following outcomes:

- Strategy 1: "Integrate the sector policy on inclusive education into all other legal frameworks and policies of the education sector" (MoE, 2013:7). Outcomes: make the physical facilities and educational programmes accessible to all and see to it that advisory structures are established in order to help develop inclusive education at all levels (MoE, 2013:7).
- Strategy 2: "Raise awareness of the constitutional right to education and foster attitudinal change" (MoE, 2013:7). Outcomes: right of children to education is made known to all stakeholders, especially parents, community members and guardians. Parents' role is promoted (MoE, 2013:7). The government of Namibia through the Ministry of Education is committed to promote EFA goals which include access, equity, democracy and quality.
- Strategy 3: "Support institutional development by developing human and instructional resources" (MoE, 2013:7). Outcomes: all schools will become inclusive and effective instructional resources will be devised. Resources are important as they help schools to function very well when

they all have sufficient human resources, physical resources and different support systems in place. Lazarus and Reddy (1996) quoted in Engelbrecht (1999:61) state that different systems like strong leadership, the development of a supportive environment with availability of physical structures, lobbying for community support and staff development in terms of skills can lead to a successful implementation of a programme (MoE, 2013:8). However, the outcomes of the Ministry wanting the schools to be inclusive are not yet realised due to a lack of resources and supportive systems in the schools of study.

- Strategy 4: “Review the National Curriculum for Basic Education to reflect the diversity of learning needs of all learners” (MoE, 2013:9). Outcomes: review the curriculum to respond to diversity and examinations will be developed in such a way that they accommodate diversity (MoE, 2013:7). The curriculum has been reviewed and the implementation has started at lower grades and will move to the senior grades. The challenge with the curriculum also relates to resources, because policy documents are being developed to support diversity but resources are not distributed equally to the schools in different regions to help implement the inclusive education policy in the schools under study and other schools. Government should develop the same national curriculum for all schools, including special schools, just like in Sweden where this approach works well. Meijer (2003:79) indicates that Sweden has the same national curriculum for all learners in the formal education system aged 6 to 16. This promotes equality.
- Strategy 5: “Widen and develop educational support services” (MoE, 2013:7). Outcomes: learning support teams are established in all schools and barriers to learning and teaching will be addressed (MoE, 2013:7). Meijer (2003:79) states that “the schools in Sweden work hard to support pupils in need of support based on their background, experiences, language, and knowledge to maximize their learning ability.”

The findings gathered from the schools of study have indicated that they get support from some organisations which make it possible to realise some of the policy’s aims but more support is still needed in the schools of study. Meijer (2003:79) states that head teachers in Sweden are tasked by government to see to it that programmes in schools are focused on achieving national goals and also see to it that children with special needs get involved in remedial teaching. The researcher agrees with what the Swedish government is doing because it gives the school leadership the responsibility to reinforce the policy on inclusive education. It is seen as a challenge in the schools under study because according to the findings, the schools of study are implementing the policy in their own way due to a lack of training on the policy of inclusive education.

Meijer (2003:79) further explains that “government in Sweden have tasked head teachers in ensuring that an individual education plan is made for pupils in need of special support. The plan should be made in co-operation with the teacher, the learner and the learner’s parents. The plan should be clear on what should be done, how it will be done and who is responsible for the work and activities and evaluations should be continuously made.” It is also clear in the policy of inclusive education in Namibia that “an individual [educational] plan (IEP) [should be] developed for learners in need of intensified educational support, in consultation with the learning support team/group, the class/subject teacher and the parents/guardians” (MoE, 2013:9).

According to the research findings, none of these support systems exist in the schools under study and the individual educational plan (IED) for learners has not even been developed. Teachers only teach trying to assist by enlarging the letters, making learners sit in the front of the class and using Braille machines at school B. The findings at both schools also indicate that the schools under study receive little support from the parents and when parents provide support, it is only supplying basic needs to the learners and giving medical reports of their children and not in the form of participating in their children's individual educational plan (IED).

- Strategy 6: “Develop teacher education and training for paramedical and support staff (MoE, 2013:10).” Outcomes: all teaching staff is trained to give support and support professionals are appointed (MoE, 2013:10). According to the findings, the issue of support staff is what lacks in the two schools. The support staffs that they have in place are the school counsellors who volunteered and were trained for three days by the Ministry of Education in the regions. Mushandja *et al.* (2013) confirm this and explain that the school counsellors in the schools are teachers who volunteered in the schools to give counselling to the learners and they were sent to workshops to be trained in the policy of inclusive education.

The reason why the Ministry asked teachers to volunteer was to save funds so that they do not have to employ new support counsellors in the schools. The challenge according to the findings is that the counsellors are not well equipped with the necessary information and they cannot cater for all learners due to the big population of learners at the two schools under study. The respondents also indicated that the school counsellors needed more training because the three days were not enough at all and when they came back from the training, they did not train the other teachers to be on the same level.

- Strategy 7: “Strengthen and widen in-service training for stakeholders” (MoE, 2013:7). Outcomes: continuous professional developmental programmes for inclusive education are developed for stakeholders (MoE, 2013:7). The findings are clear that the teachers were not trained on the policy which is being implemented, making it difficult for the implementers to know what to do. Lack of training is the challenge the teachers are sitting with at the schools under study. Training in the policy is pertinent to give the teachers and other stakeholders the opportunity to be knowledgeable and be skilled in what they do.

- Strategy 8: “Develop a mechanism for monitoring and evaluating the implementation of the Sector Policy on Inclusive Education” (MoE, 2013:7). Outcomes: develop data collection methods for marginalised and vulnerable children and have a tool to evaluate the progress of the policy (MoE, 2013:8-11). Assessment and evaluation help give feedback to the policy developers and implementers about whether what is being implemented is in line with what they have planned. Policy evaluation also helps to give feedback that will help to inform future policies and it helps to reveal if the policy objectives are being met. According to the findings, it seems the evaluation to determine if the policy is really effective was not done. The Ministry could have discovered the challenges that the schools are faced with if they were to conduct the evaluation study.

The inclusive education policy hardly features on the meeting agenda for the Ministry according to Zimba *et al.* (2006:43). This is a sign that policy evaluation in schools is yet to be realised. Cloete *et al.* (2006:250-253) suggests some ways on how to assess or evaluate the policy in the implementation stage to see if the policy is relevant, if it is really important in that context, if it is bringing about a change, if the stakeholders or implementers support it, if it is reliable in addressing the problems it intends to address which are linked to the objectives and if it is effective enough. Evaluations are important in this regard to address challenges that arise on a daily basis.

4.12 Summary

This chapter provided the practical of what was done in the field. The research design and methodologies explained in this chapter were practically used in the two schools under study. The research designs which were explained maps out the whole study and paradigm, approach used and tools used to collect data that are presented in the end. The context of the study is also explained, namely the two schools in the Kavango East Region, for readers to have an idea of where the research was conducted. Different techniques were used to collect data, namely interviews, observation and document analysis, to help the researcher understand and clarify perceptions regarding the topic of study. Finally, data analysis within the qualitative research framework helped the researcher make sense of the findings and ethical considerations that should be taken into account throughout the whole study to encourage confidentiality.

The data collected from the respondents were helpful because it helped the researcher to get an overview of what really transpires at schools when they implement the policy for inclusive education. Some challenges were observed in the two schools, especially a lack of training on the policy by the Ministry. The respondents were open and shared their experiences on how they implement the policy and they were also honest about not knowing what to do but that they tried to implement the policy through trial and error. A lack of resources and support also emerged strongly from the respondents. They also suggested ways about how they thought things could be done in order to bring about a change in their schools. The next chapter will give a summary of data collected, will draw a conclusion on what the researcher found out and will then give recommendations on what should be done.

Chapter 5 Summary, conclusions and recommendations

5.1 Introduction

This chapter presents the summary of all the previous chapters by outlining their main findings. The second part presents the conclusions drawn from the data gathered during the study and also considers the research gaps which the study addresses. The last part discusses the recommendations made on how the inclusive education policy should be implemented effectively and suggests areas for further research.

5.2 Summary

Chapter 1 discussed the background of the study by considering the history of inclusive education in Namibia where segregation became a common practice and children with learning needs were discriminated against. This chapter presented how different policies were introduced to bring about a change in the education system by making it inclusive. It further outlined the research problem of this study which the researcher investigated. The research question used is in line with the research objectives and to answer it different methodologies and techniques were used to collect data. The objectives were discussed as follows:

Research objective one

Use policy implementation approaches to analyse the current state of the inclusive education policy implementation process in the two schools of the Kavango East Region.

It was evident that the top-down approaches were used in the design instead of the bottom-up and classical approach. The top-down approach was used when authority designed the policy and the consultation done did not consist of teachers to listen to their views. Teachers felt left out. This, coupled with a lack of training by the Ministry of Education, is also why they felt they did not understand the policy.

Research objective two

Discuss best practices for implementing inclusive education in relation to different variables.

Brynard and De Coning (2006:182) identify the 5C protocol's critical variables as content, context, commitment, capacity and clients and coalitions that can be used to study and understand the policy implementation process. The 5C protocol critical variables, which are content, context, commitment, capacity and client and coalitions, were used to understand the policy implementation process. It was determined that the policy content contains strategies on what is aimed to be achieved by the Ministry of Education but it was not well understood by the policy implementers on how they should go about implementing the policy (MoE, 2013:7). The context revealed that the institutions were not ready in terms of structures to implement the policy because caretakers for the learners especially the disabled ones and other inclusive education officers were not enough to guide the teachers. In terms of commitment, the study revealed that it was lacking on the front of both parties, namely the Ministry of Education's top authority and the teachers, because training was not conducted by the Ministry which is a sign of a lack of commitment. Some teachers are ignorant

when it comes to getting information about the policy. The capacity variable also revealed that the schools were not ready to accommodate all learning disabilities due to a lack of resources. The collaboration between teachers and Ministry of Education's top authority and support received from the stakeholders (client and coalitions) were also not enough. The 5C protocol discussed in Chapter 2 will also be used in framing the recommendations presented later in this chapter.

Research objective three

Explain how the inclusive education policy is being implemented in the selected schools.

The teachers indicated how they implement the policy in their own way through trial-and-error methods. The study revealed that the admission of learners in schools is always inclusive where learners are not discriminated against at all but those who are in wheelchairs do not go to the two schools due to a lack of facilities to accommodate their needs. The study also revealed that in the classrooms the teachers try to make learners sit in front so that they are able to see on the chalkboard and also enlarge letters for those who are short-sighted. The research also showed that although learners are, as far as possible, not denied access to schools, a lack of teacher training in inclusive education remains the largest challenge to policy implementation.

Research objective four

Explore the challenges that implementers encounter during the implementation process and establish the factors that contribute to the problems that implementers are faced with.

The study revealed that the two schools lacked physical and human resources to implement the policy effectively. It also revealed that some teachers lacked knowledge about how the policy should be implemented by the policy users due to a lack of training. The challenges of a lack of support from some stakeholders, including the Ministry of Education, and in particular the regional offices were also mentioned by the teachers.

Research objective five

Determine ways in which the problems can be overcome and explore different learning support programmes used in the schools.

The teachers gave their suggestions on how they want things to be done such as wanting policymakers to involve them in the policymaking to hear their views and also train them to have an understanding of how the policy should be implemented. The teachers also suggested that caretakers be recruited to help them in the schools and also provide funds to buy the resources needed to implement the policy effectively such as Braille machines and textbooks. Teachers also listed practices and approaches that they are currently applying in their schools which could be built on and enhanced with more resources and training support such as the enlargement of texts, making learners who have hearing problems and the partially blind learners sit in front of the class.

Research objective six

Make recommendations based on the literature review and the qualitative enquiry to improve inclusive education practices in the Kavango East Region.

The best practices from different authors were discussed and revealed. Management and commitment are needed to help implement the policy effectively from the teachers as implementers and school principals. Policy buy-in is also important to ensure that the policy is implemented and for the policy users to feel responsible when implementing the policy. Some authors felt training should be done at all levels to help policy implementers gain knowledge on how they should implement the policy. The need for resources emerged strongly when implementing policies. Without these resources, barriers exist to the policy users. Management structures as suggested by the policy for inclusive education should be put in place to strengthen different stakeholders to join forces to work as a team to implement the inclusive education policy.

The next section attempts to provide a final synthesis and link between the theoretical approaches discussed in Chapter 2 with the practical realities identified in Chapters 3 and 5.

5.3 Conclusions and recommendations

The study aimed to investigate whether the inclusive education policy (2013), within the context of the broader education and disability policy and legislative framework, is being implemented effectively. Furthermore, the study aimed to investigate the challenges that the participants face during the implementation process in the two schools in the Kavango East Region. Policy implementation effectiveness means the policy guidelines should be carried out in a correct order as stated in the inclusive education policy (2013). The study draws a conclusion that the schools are implementing the policy by admitting learners without any form of discrimination. However, some disabilities are not accommodated in the two schools due to a lack of physical facilities. Some teachers did not read the policy at all which shows that there is a lack of interest from some policy implementers because the policy is perceived as only pertaining to special schools and not to the mainstream.

The study reveals that training of teachers and school management was not conducted by the Ministry of Education to ensure that teachers' gains knowledge about what the Ministry intends to do. The teachers implement the policy in their own way which means some strategies are employed but most of them are not due to a lack of knowledge of the policy content. The two schools were also not made ready to accommodate all disabilities due to a lack of physical resources and human resources. The strategies stated in the inclusive education policy (2013) are not implemented effectively because provisions are not made to renovate the schools and provide teaching resources to support the schools. However, the government provides funds which are perceived not to be enough at all to cater for all the needs of the two schools. Caretakers and inclusive education officers are not enough in the Kavango East Region to support the schools with regard to the implementation of the inclusive education policy. The study concludes that the teachers are trying to implement the policy but only to a certain extent as more needs to be done to implement the policy effectively. The teachers are conducting extra classes for the learners with learning barriers and are flexible

when it comes to moving learners who have problem with their sight and hearing to sit wherever they want to in the classroom.

Based on the study's findings, there is a need for recommendations on what should be done to help the policy be implemented in the way it is supposed to be implemented. The inclusive education policy intends to ensure that the curriculum is made inclusive enough in order to accommodate learners with different learning barriers and to give an opportunity for all learners to be accommodated in lessons in the same classes as their peers. However, the inclusive education policy's intent is not being realised. Recommendations for improving the effectiveness of the policy will now be presented by means of the 5C protocol that was discussed in Chapter 2.

5.3.1 Content

Content refers to the goals of the policy or what the policy wants to achieve. Although it appears that the inclusive education policy is clear in terms of its intent and what it wants to achieve, it is not clear in terms of how this is to be done. Article 20 of the Namibian Constitution (1990) makes it clear that every child has the right to education. This is what the two schools are implementing by admitting every Namibian child regardless of their intellectual abilities and physical disabilities. The policy on inclusive education highlights its commitment to ending the segregation of learners on grounds of academic performance, gender, race, culture, religion or disability (MoE, 2013:6).

However, this study confirms what Haitembu (2014:3) alludes to, namely that though the policy is clear on what should be done, the extent to which the regional education management ensures the policy implementation effectiveness and the support they give to staff members is not sufficient. He further states that inclusive education is approached, in practice, as a separate programme, instead of it being integrated into the school system (Haitembu (2014:3). Landsberg *et al.* (2011:21) suggest the whole school development approach for developing inclusive schools which can help to develop a culture of inclusivity and other practices that can spread throughout all areas of the school programmes. The whole school development approach can assist the schools to improve by promoting interaction between different systems, such as the personal and professional development of all stakeholders in the school and community.

With regard to policy content, the roles and responsibilities of implementers are also not outlined well in the policy guidelines and consequently clear information on what is expected from them is also not provided. It is pertinent to outline the duties of different structures in schools and regional offices' management with regard to policy implementation so that they are made aware of what they should implement. It is important to describe the roles and responsibilities of teachers, school management and the regional office management and what the Ministry of Education expects from them.

Recommendation: Review the policy document itself in terms of clarifying the "how to" or supplement the policy with further documentation that provides clearer guidance to implementers by means of instructions and systems required for implementation. It was evident that the communication between the Ministry of Education and the two schools of study regarding the policy was not properly done and teachers are not happy. It is therefore recommended that there should be an establishment of clear communication lines within the Ministry of Education. The

communication should be improved from the top management of government through regional education offices in the regions to the circuit based offices and schools, to ensure that information is spread and reach the teachers and other stakeholders.

5.3.2 Context

The policy context refers to the broader social, economic, political and a legal reality of the institution within which implementation has to take place (Brynard, 2005:659). One of the social challenges that schools experience is the lack of understanding of the roles of parents and communities and their hesitation to send children with disabilities or other learning needs to schools. If parents or custodians of such children do not buy in to the idea of inclusive education, the policy will also not achieve its intended outcome.

One teacher in School B have also mentioned the challenge of learners being taken care of by their grandparents or other custodians and not necessarily having the required identification documents. This has certain legal and economic implications as government grants are only available to children/learners who have the necessary documentation.

Recommendation: Promote awareness in communities regarding the benefits of inclusive education and the value of education to children with disabilities and learning needs. Also, work with other government departments like the Home Affairs Ministry to ensure that missing birth certificates or identification documents do not stand in the way of access to education for children with disabilities. It is also important to develop school based supporters teams in the schools to be trained and capacitated on inclusive education so that they will coordinate the programmes in the schools and carry out consultations within the communities. Such structures in place will empower teachers to own the Inclusive Education policy programmes. Parents should be included in the training because they are the ones who spend most of the time with the learners.

Parents can be of good help to provide necessary information regarding their kids which will assist the teachers when it comes to identifying the barriers to learning of learners. The regional education management through the inclusive education officer should identify the training needs of teachers to come up with strategies that will assist teachers and to become knowledgeable in identifying the learning barriers of learners and come up with ways on how they should be incorporated in their teaching and learning lessons. The Ministry of Education can train officials who will offer in-service training to the inclusive education officer in Kavango East region who will later offer the same training to the teachers to equip them with knowledge on inclusive education.

5.3.3 Commitment

For policies to be successfully implemented, commitment is required from all stakeholders. This commitment is enhanced through clear indication of responsibilities of role players and by involving stakeholders in the design and goal setting to promote ownership of implementation. Commitment is also encouraged by considering the ability of the implementers (Brynard, 2000:181). It is clear that commitment on the part of the implementers, particularly the teachers in the participating schools, is not at the required levels, largely due to issues related to the ability to implement the policy.

Commitment is very important when it comes to policy implementation as it creates an opportunity for the implementers to learn on their own and use the resources at their disposal even if there is no trainer training them. Warwick's (1982:135) states that effective working structures in schools might be in place to implement the policy effectively but without commitment from the role players (teachers), nothing will happen. The same can be said about the two schools under study. Brynard (2000:181) also states that commitment from the teachers and school management is the key to successful policy implementation at all levels in the institution. Sabatier (1979:553) adds to this logic by suggesting that commitment should be integrated with good management. School managers should be role models when implementing the inclusive education policy and should motivate teachers to work hard and implement the inclusive education policy as well.

Recommendation: Improve commitment and morale amongst implementers by indicating that their challenges are acknowledged and that attempts to address these challenges will be put into place. The top authority in the Ministry of Education should visit the schools to encourage teachers and listen to their views with regard to the challenges they are faced with when they implement the inclusive education policy in order to support them to boost their morale. According to Burke (2012), school managers should also play a role to encourage the teachers by giving them support in order to be committed when implementing the policy to ensure that it is effective. In order to ensure that the inclusive education policy is implemented it is also recommended for the Ministry of Education to establish circuit based support staff members who will be trained to work with schools on a weekly basis and when a need arise. The support teams can then work together to identify challenges facing the schools and have meetings to address those challenges.

5.3.4 Capacity

Capacity relates to the resources required to give effect to inclusive education policy implementation. This refers to human and financial resources, physical and technological resources and also intangible resources such as endurance and motivation which have a direct impact on commitment. Lack of capacity appears to be the biggest contributor to ineffective policy implementation in the case of the inclusive education policy in Namibia.

The primary capacity need appears to be that of training the teachers and schools management who have to implement the policy at school level. Another capacity need is that of ensuring that there are enough teachers, caregivers and classroom assistants at schools to give effect to the strategies outlined in the policy. Different professionals' teams are required to create an inclusive school. To this end, para-educators, occupational and speech/audio therapists, assistant teachers, volunteers, parents and student teachers each have their responsibilities on how each one can contribute to an inclusive school.

Recommendation: Give effect to the Ministry of Education's commitment to train teachers, as stated in the policy, by making training programmes compulsory to all teachers. Training is required to equip the teachers with the necessary skills that they need to help learners and ensure that they implement the policy in line with the policy strategies. There is also a need to create programmes that will address teachers' and learners' attitudes towards dealing with disabilities to alleviate

discrimination and stereotyping of learners with learning difficulties (National Council for Special Education, 2010:9). Programmes can be in the form of regional workshops and road shows which will help to create awareness on how to deal with disabilities. The institutions of higher learning should reinforce the courses of inclusive education and even teach the policy of inclusive education at university level to see to it that teachers are equipped before they go to schools and teach. Haihambo *et al.* (2010:100) recommend teachers should have enough time when preparing for lessons in advance. The teachers should manage their time well to see to it that materials are prepared on time before the lesson and the lesson is delivered well. This could also form part of teacher training.

Recommendation: Determine the ideal staff-learner ratios so that each teacher has fewer than 30 learners per class. Fewer learners per class are easily manageable compared to an overcrowding class of 40-50 learners. It is important to address the lack of staff at the schools, by recruiting enough teachers at the schools. Ensure that schools have access to the full complement of professional teams required to address needs of learners with special learning requirements and to provide support.

Improving capacity requires physical infrastructure to be conducive to inclusive education, in particular for learners with physical disabilities. It also requires learning materials and teaching and learning aids and equipment to accommodate learners with special learning needs, e.g. visually or hearing-impaired learners.

Recommendation: Identify the infrastructure needs at schools in order to address the refurbishment and adaptations required to provide better physical access for learners with physical disabilities.

Recommendation: Provide the teaching equipment and learning materials needed for appropriate teaching and learning at schools such as Braille materials and textbooks. There is also a need to train at least one teacher per school on how to use Braille machines.

Recommendation: Ensure that schools have enough staff, who are sufficiently trained, that physical infrastructure is conducive and that materials and equipment required for inclusive teaching will require that the education budget makes provision for funding to be made available for training, new appointments, infrastructure upgrading and teaching and learning aids.

5.3.5 Clients and coalitions

Clients and coalitions refer to building relationships between stakeholders that can provide support for the implementation of the inclusive education policy. There is also a need to have all structures in place (all positions filled in schools) to collaborate more with different stakeholders which will create a good working environment for all (National Council for Special Education, 2010:9). There is a need to create awareness with regard to the rights of children living with disabilities and to inform schools of learning barriers and other disabilities (Physical) in the communities so that parents will work together with teachers. Stakeholders in the communities should also be encouraged through awareness to support the schools.

Recommendation: Implement awareness campaigns with regard to the rights of children living with disabilities to attend schools with their peers through communities and other stakeholders such as

business people so that they can become aware of the intent of the inclusive education policy and how they can assist in supporting the policy and in particular their local schools. Also create forums for continuous engagement amongst role players to discuss and address challenges.

School management should play a role in the implementation of the inclusive education policy by reinforcing the inclusive education policy so that teachers feel responsible for implementing it effectively. Meijer (2003:18) states that for effective inclusive practices to occur there is a need for good management which will help to sustain an inclusive school.

Haihambo *et al.* (2010:7) suggest personnel management which is required in an inclusive school where different professionals team up to clearly state their responsibilities on how each contributes to the implementation of inclusive education policy. These professionals include assistant teachers, volunteers, parents and student teachers. The Ministry of Education (2013:8) makes it clear that the policy is committed to emphasise and promote parents' role in their children's lives but the extent to which the Ministry of Education is carrying out these programmes in the two schools has not yet been established because according to the findings, parents are not really supporting the schools when it comes to inclusive education programmes.

It is important for school management to have a common understanding and have a shared vision which is democratic to promote inclusion in schools. Meijer (2003:18) recommends that good management should start with policymakers not only at national level but at all levels of communities, school districts/clusters to fulfil the important role of translating government policies into practice by implementing them effectively. Ainscow (1999) states that good management which recognises all school communities, educators, parents and other stakeholders in education should be developed so that the stakeholders work together as a team to implement the Ministry of Education's programmes such as the policy for inclusive education.

Landsberg *et al.* (2011:21) suggest that in order to implement inclusive education effectively in schools, educational support should be at the forefront. Barbara (2009) further recommends that policy implementation structures should be in place to cater for different learners with different learning styles when it comes to the inclusive education policy.

The bio-ecological model discussed in Chapter 2 supports the kind of approach where multiple stakeholders provide support for implementation of policy initiatives. Schools have to build relationships and partnership networks with stakeholders in their communities for financial and other forms of support to enhance or build on the support (or lack thereof) provided from government organisations. In this way, schools with their communities create their own support structures and systems within which they can expand their capacity but also create more awareness around the challenges being faced and enhance their ability to address these challenges.

5.4 Areas for further research

The study focused on two schools and how inclusive education policy could be implemented effectively. There is a need to conduct a study on what causes the barriers to learning and how they should be addressed. There is also a need to conduct a study on different learning support methods needed to ensure all learners function very well in the mainstream. Finally, there is a need to

establish ways for how to come up with programmes to engage parents and community members to support implementation of the inclusive education policy.

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Appendix 1 Interview questions

Semi-structured interview questions

1. How is the inclusive education policy carried out in the school?
2. What are the challenges with regard to the implementation process of the policy at your school?
3. Is there anything lacking in the policy guidelines? If yes state it.
4. How effective is the policy implementation at your school?
5. How do you ensure that the policy is implemented at the school?
6. Does the school have access to the inclusive education policy? If yes, since when?
7. What kind of support does the school receive from stakeholders?
8. Within the classrooms, what alternative teaching, learning and assistive devices/methods are used to support learning barriers and learning differences?
9. Do you have enough human resources to deal with the learning difficulties that learners experience? Please elaborate on this.
10. How has the school building and the physical aspects of the school been adapted? Does it accommodate differences of learners such as disability?
11. What role does the external community (parents, businesses, organisations) play in order to support learners with learning barriers?
12. What factors have you identified that contribute to the problems that implementers are faced with and how they deal with those problems.
13. Could you suggest ways in which the problems can be overcome and share some different learning support programmes that are used in the schools at the moment?

Appendix 2 Request letter

P.O.BOX 1078

Rundu

23 July 2015

Directorate of Education
Kavango East Regional Office
Rundu

ATT: The Director of Kavango East

Dear Sir/Madam

REQUEST FOR PERMISSION TO CONDUCT RESEARCH AT ANDREAS K.P.S

My name is Regina Hausiku. I am a Master's student at Stellenbosch University [South Africa] specializing in Public administration. I would like to request for permission to do research at Matumbo Angelina Ribebe Secondary School and Dr Romanus Kampungu Secondary School.

The research project I wish to conduct for my Master's thesis is "Evaluating the effectiveness of the implementation process on the inclusive education policy in schools of the Kavango East". The main aim is to find out how the policy is being implemented. This project will be conducted under the supervision of my supervisor appointed by the University of Stellenbosch Ms Junay Lange.

I am hereby seeking your consent to interact with the school management and teachers to participate in this research project to share their success stories in the policy implementation process and their challenges that they are faced with, with regards to the policy implementation process. Furthermore also share opinions on policy strategies and more.

Upon completion of the study, I undertake to provide the Department of Education with a bound copy of the full research report. If you require any further information, please do not hesitate to contact me on [0814255569] or email rhausiku@gmail.com].

Thank you for your time and consideration in this matter.

Yours sincerely

Regina Nangura Hausiku

Appendix 3 Consent letter



UNIVERSITEIT • STELLENBOSCH • UNIVERSITY
jou kennisvennoot • your knowledge partner

STELLENBOSCH UNIVERSITY CONSENT TO PARTICIPATE IN RESEARCH

Evaluating the effectiveness of the implementation process on the inclusive education policy in two schools of the Kavango East

You are asked to participate in a research study conducted by Ms Regina Hausiku Nangura, Masters in Public Administration, from the School of Public Leadership at Stellenbosch University from the Stellenbosch University. You were selected as a possible participant in this study because *[explain succinctly and simply why the prospective subject is eligible to participate]*.

1. PURPOSE OF THE STUDY

To investigate if the inclusive education policy is being implemented effectively and the challenges that the participants face during the implementation process in the selected schools in the Kavango west

2. PROCEDURES

If you volunteer to participate in this study, we would ask you to do the following things:

To answer all questions to the best of your knowledge.
To ask the researcher for any clarifications of questions and concepts.

Each interview will last for approximately 45 minutes inclusive of data verifications with each participant.

3. POTENTIAL RISKS AND DISCOMFORTS

There is a possibility that subjects may be subjected to retribution from their supervisors if express negative attitudes towards policy implementation at the schools. The researcher will avoid this potential risk from happening by not using real names.

4. POTENTIAL BENEFITS TO SUBJECTS AND/OR TO SOCIETY

The study will contribute to knowledge about issues related to inclusive education policy implementation.

5. PAYMENT FOR PARTICIPATION

No payment will be given to subjects for participating in the study.

6. CONFIDENTIALITY

Any information that is obtained in connection with this study and that can be identified with you will remain confidential and will be disclosed only with your permission or as required by law.

Confidentiality will be maintained by means of withholding participants' personal details. Collected data will be kept safe in the researcher's office and computer with a password. The researcher is the only person who will have access. All transcribed materials and field notes will be saved in a folder with the researcher's password.

No collected raw data will be released to any third part for any reason. Data will be processed and analyzed for the research report only.

The obtained information will be made available to the School of Public Leadership of the Stellenbosch University as a proof that the study has been conducted.

The researcher will provide the final copy of thesis to the Directorate of Customs and Excise as indicated in the application for permission to do the study.

7. PARTICIPATION AND WITHDRAWAL

You can choose whether to be in this study or not. If you volunteer to be in this study, you may withdraw at any time without consequences of any kind. You may also refuse to answer any questions you don't want to answer and still remain in the study. The investigator may withdraw you from this research if circumstances arise which warrant doing so. *[If appropriate, describe the anticipated circumstances under which the subject's participation may be terminated by the investigator without regard to the subject's consent.]*

8. IDENTIFICATION OF INVESTIGATORS

If you have any questions or concerns about the research, please feel free to contact Ms Junay Lange. **Office:** Perold Building, Stellenbosch (Main Campus)

Telephone: (021) 808 2148

E-mail: Junay.Lange@spl.sun.ac.za

9. RIGHTS OF RESEARCH SUBJECTS

You may withdraw your consent at any time and discontinue participation without penalty. You are not waiving any legal claims, rights or remedies because of your participation in this research

study. If you have questions regarding your rights as a research subject, contact Ms Maléne Fouché [mfouche@sun.ac.za; 021 808 4622] at the Division for Research Development.

SIGNATURE OF RESEARCH SUBJECT OR LEGAL REPRESENTATIVE

The information above was described to BY Ms Regina Hausiku Nangura in English and I am in command of this language or it was satisfactorily translated to me. I was given the opportunity to ask questions and these questions were answered to my satisfaction.

I hereby consent voluntarily to participate in this study. I have been given a copy of this form.

Name of Subject/Participant

Name of Legal Representative (if applicable)

Signature of Subject/Participant or Legal Representative

Date

SIGNATURE OF INVESTIGATOR

I declare that I explained the information given in this document to _____ and He/she was encouraged and given ample time to ask me any questions. This conversation was conducted in English and no translator was used.



Signature of Investigator

30/07/2015

Date

Appendix 4 Permission to conduct research




REPUBLIC OF NAMIBIA
KAVANGO REGIONAL COUNCIL

DIRECTORATE OF EDUCATION, ARTS AND CULTURE

Telephone Number : 066 – 258 9111 / 258 9212
 Fax Number : 066 – 255 404 / 267 070
 Enquiries : **Fanuel Kapapero**
 Email : kapapero@iway.na

Ref. No. : 19/15/1

Date : 07 July 2015

Private Bag 2134
 RUNDU
 NAMIBIA

Ms. Regina Nangura Hausiku
 P.O. Box 1078
 RUNDU

SUBJECT: PERMISSION TO CONDUCT RESEARCH IN SCHOOLS

Kindly be informed that permission is hereby granted to Ms. Regina Nangura Hausiku to conduct research at Matumbo Ribebe Secondary School and Dr. Romanus Kampungu Secondary School in Kavango West and East Regions.

Yours sincerely,


M.H. Nauyoma
 DIRECTOR OF EDUCATION
 KAVANGO REGIONAL COUNCIL



07-07-2015
 Date

All official correspondence must be addressed to the Chief Regional Officer

Appendix 5 Permission to conduct research at school B



DR ROMANUS KAMPUNGU SECONDARY SCHOOL

P.O. Box 33
Tel: 066255086
Fax: 066255176


Enquiries: Mrs. E.N Mbangu
Email: dr.kampungu@gmail.com

15 July 2015

Subject: Permission to Conduct Research in the School

Ms. Regina Nangura Hausiku has been granted permission to conduct research at Dr. Romanus Kampungu Secondary school.

Thanks


Ms.E.N.Mbangu
Principal



Appendix 6 permission letter to conduct research



MATUMBO ANGELINA RIBEBE SECONDARY SCHOOL
P.O.BOX 1751
RUNDU
NAMIBIA

Enquiries: Mr. P.V. Musore Tel: 066 - 686 081/2 Email: amribeboss@gmail.com

24 July 2015

To: Ms R.N Hausiku

Dear Ms. Hausiku

Subject: Permission to conduct research at the school

This letter serves to inform you that permission is hereby granted for you to carry out your study (research) at the school as requested.

We wish you success in your studies.

Yours faithfully

P.V Musore (Mr.)
School Principal



Appendix 7 Physical environment



Toilets at Dr Romanus Kampungu SS



Toilets at Dr Romanus Kampungu SS



Toilets at Dr Romanus Kampungu Ss



Toilets at Dr Romanus Kampungu SS



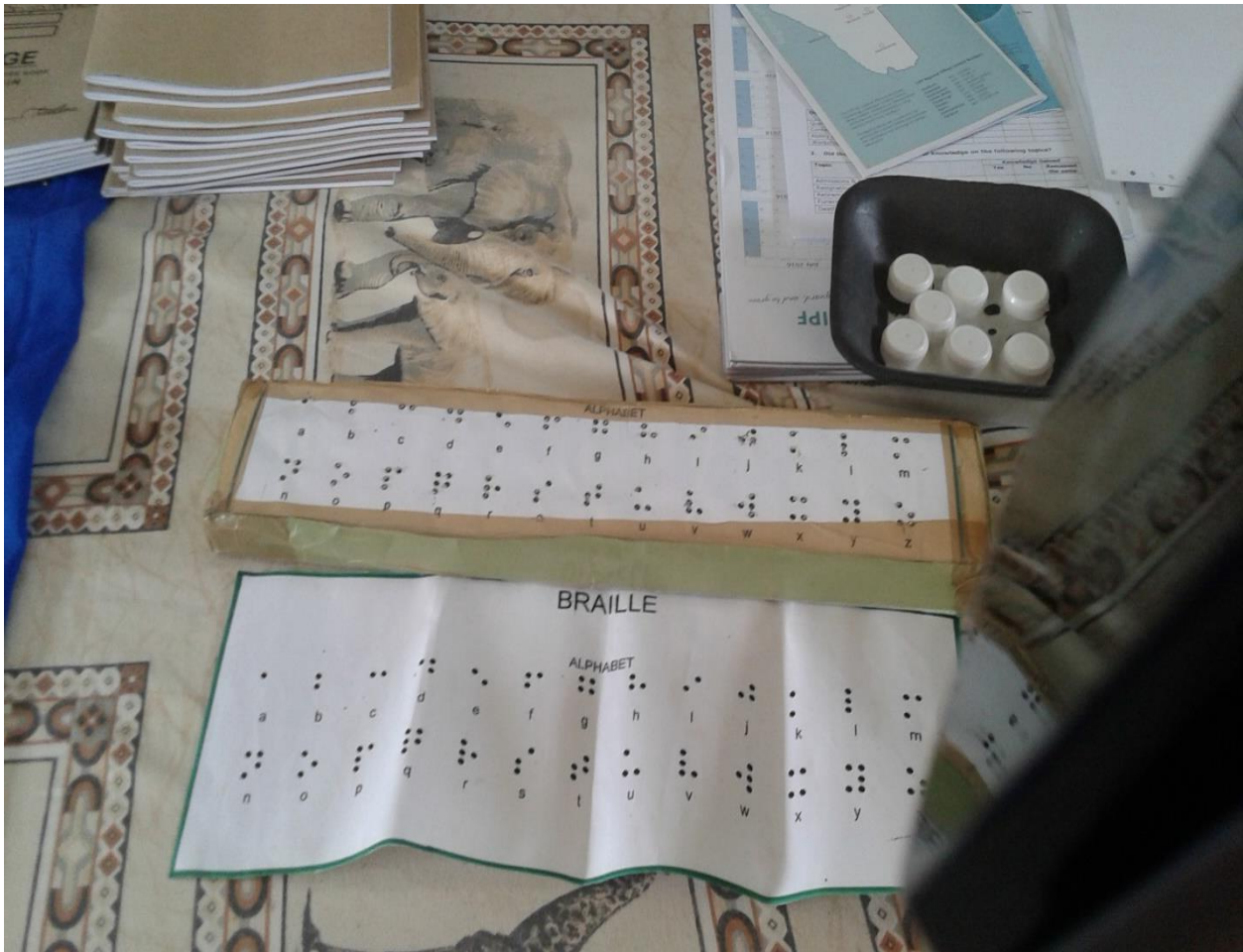
Toilets at Angelina Matumbo Ribebe SS



Corridor at Dr Romanus Kampungu SS



Junior grade classroom at Dr Romanus Kampungu SS



Braille work at Dr Romanus Kampungu SS



Braille machine at Dr Romanus Kampungu SS



Corridors at Dr Romanus Kampungu SS